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ABSTRACT

This report presents a chronology of events and activities which were part of the study aimed at determining the feasibility of the Alum Rock Union Elementary School District as a potential site for a voucher demonstration. In the summer of 1970, the Office of Economic Opportunity issued a general nationwide request for proposals from interested districts. The Alum Rock District contacted the Center for Planning and Evaluation, requesting assistance in the development of a proposal and, in the event the grant was awarded, help in planning and conducting the study. The grant was awarded in February 1971. When the grant had been officially accepted by the Alum Rock Board of Trustees, the task at hand was the formation of an Education Voucher Committee which would serve as the main working body at this stage of the study. Its function would be to represent the views of the community concerning the different aspects of a voucher experiment as well as to generate and report its own opinions. This report details how the committee was selected and organized. The report also presents the results of the committee's surveys of community attitudes toward various aspects of the experiment. (Author/JF)

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FINAL REPORT

ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT VOUCHER FEASIBILITY STUDY

Sanford J. Glovinsky, Ed.D.
Study Coordinator

April, 1971

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Richard Ruiz
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from the

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Preface to the April, 1971 Document

The report which follows is the effort of many people, each of whom has made a valuable contribution to the progress of the study. From the Alum Rock Union Elementary School District, we wish to acknowledge Dr. Walter Symons, Assistant Superintendent, who served as Executive Director for the Feasibility Study; Dr. William Jefferds, the Superintendent; Mr. Gary Goodpasture, Business Manager; and Mr. Ernest Paramo, Federal Program Coordinator.

From the Center for Planning and Evaluation, the following persons were involved: Mrs. Marcella Sherman, Acting Director; Dr. Fred Long, Special Consultant; Dr. Stephen Schwimmer, Program Director for Research and Applied Systems; Mr. William Gilmore, Program Director for Individualization; Dr. Thomas Owens, Program Director for Evaluation; Dr. Richard Gustafson, Program Associate in Evaluation; Mr. John Woods, Mr. Del Lansing, and Mr. Peter Kneedler, CPE Associates. Dr. Joel Levin, Special Consultant from the Center for the Study of Public Policy, Cambridge, Massachusetts and various visitors from the Office of Economic Opportunity who gave input and direction should also be mentioned.

A special mention should be made of the efforts of Mrs. Jan Martin, of the CPE secretarial staff, who served as Executive Secretary for the Study and who all too frequently was called upon to use her great patience and skills. The members of the Education Voucher Committee who displayed interest and cooperation in the conduct of the study should also be noted as well as the citizens and school personnel in the area who are too numerous to name. The good help of all these people made this work possible.

S.J.G.

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Introduction

When the Final Report of the Alum Rock Voucher Feasibility Study was disseminated in April, 1971, the demand for copies quickly exceeded the available supply. The present version has been edited in an effort to make it more readable for those having a general interest in the feasibility of the voucher concept as opposed to a particular interest in the Alum Rock District. Where the original report submitted raw data, this version has retained samples of that information and has summarized the rest. Particular names of individuals, where they shed no light on the conduct or outcomes of the study, have been deleted. Tables have been generalized to broader categories in the interest of cogency and, again, generality.

The contents of the narrative have been rearranged to increase continuity and readability. Two documents, "An Overview, Rationale for Selection, Tasks and Bylaws for an Education Voucher System," and "Tasks to be Accomplished in the Pre-Planning Stage," are incorporated in the introduction; the former, a part of the Appendix in the first edition, is the key instrument in the formation of an Education Voucher Committee; the latter, originally a part of the text, is more a table of contents: indeed, it represents the framework of the report, and the text has been rearranged to follow this outline as closely as possible.

The report which follows presents a chronology of events and activities which were part of the study aimed at determining the feasibility of the Alum Rock Union Elementary School District as a potential site for a voucher demonstration. The study resulted from a grant to the District from the Office of Economic Opportunity.

In the summer of 1970, OEO had issued a general nation-wide request for proposals from interested districts. At that time Alum Rock contacted the Center for Planning and Evaluation and requested assistance in the development of a proposal, and, in the event that the grant was awarded, help in planning and conducting the study. The grant was officially awarded early in February, 1971, although CPE, at the District's request, began preliminary planning at the end of December, 1970.

When the grant had been officially accepted by the Alum Rock Board of Trustees, the task at hand was the formation of an Education Voucher Committee which would serve as the main working body at this stage of the study. Its function would be to represent the views of the community concerning the different aspects of a Voucher experiment as well as to generate and report its own opinions. The committee was recruited by means of a letter to all segments of the community requesting the designation of representative citizens. To provide direction in the development of an Education Voucher Committee, CPE produced a set of guidelines for the selection of the committee and presented these in the form of a report. This document, "An Overview, Rationale for Selection, Tasks and Bylaws for an Education Voucher Committee," is presented here in its entirety.

An Overview, Rationale for Selection, Tasks and Bylaws for an Education Voucher Committee

The Education Voucher Committee: AN OVERVIEW

An education voucher program represents a significant departure from traditional means of financing and managing public elementary education. Such a program will alter financial and organizational structures in public education that have existed since the beginning of the twentieth century. It is essential, therefore, in considering such a change, that the planning and policy-making body to be created be broadly representative of the racial, ethnic, social, economic, occupational, and political segments of the affected community. Without meaningful and widespread community involvement, it is unlikely that a voucher program would be successful, and furthermore, it would fail to provide a demonstration and test of the program's underlying theoretical principles.

It appears, then, that two qualities should characterize the planning and policy-making group--the Education Voucher Committee: It should be visionary and it should be representative. A committee with vision will recognize the significance of the proposed test and will demand that the operational program reflect, as closely as possible, an "ideal" that could serve as a model for implementation in districts throughout the country. A committee that is representative, in a heterogeneous district, will demonstrate the nature and degree of conflict that can develop in the process of determining the objectives and economic and educational specifications of a voucher program.

Individuals should be chosen for the Education Voucher Committee who possess insight into the philosophical, economic, social, and political issues that are inherent in the proposed program for financing and managing public education. Committee members should have the capacity to consider the total community effects of the voucher project. In addition to a view of the whole community, members should understand and be able to represent the interests of their constituencies. Finally, committee members should be willing to devote long hours to planning the program and resolving conflicts that arise.

RATIONALE FOR THE SELECTION OF THE EDUCATION VOUCHER COMMITTEE (EVC)

The rationale for the selection of members of the EVC which will advise the Local Education Agency in the pre-planning (two months) and planning (seven months) stages of the project must reflect the primary goals of the entire Demonstration Voucher Project, i.e. "to improve the education of children, particulary disadvantaged children and to give parents, and particulary disadvantaged parents, more control over the kind of education their children get."[1]

Although the people who comprise the initial EVC during the two-month term of the Feasibility Study may not be the same people who eventually sit on the Education Voucher Authority (EVA) during the years

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[1] Education Vouchers: A Preliminary Report on Financing Education by Payments to Parents, Center for the Study of Public Policy, Cambridge, Mass., 1970.

of the demonstration, they should be as widely representative of the many segments of the entire community as the legislation which will establish the group allows. (The total number of members and their representative make-up may be specifically stipulated.)

Although it may be assumed that legislation will probably limit the Education Voucher Authority (EVA), which will function during the demonstration period, to 9 or 10 members, the early EVC need not be restricted in membership. The purposes of the pre-planning and planning stages will be better served by having a broad representation which can then be reduced to the required and less unwieldly number. The following categories of representation are suggested. If all the segments are involved, the EVC would have 24 participating members and 21 voting members for the pre-planning and planning stages. When the project moves to the demonstration stage, the number of voting members would be reduced to 9 (one from each category).

The following categories and initial numbers for EVC and EVA are suggested.

Nine Categories for EVC and EVA

Category	Number of Participants	Total Voting Members
1. Minorities:		2
La Confederacion de las Raza	1	
NAACP	1	
2. Community Action Programs		2
E.S.O.	1	
Model Cities	1	
3. Teachers		3
CTA	1	
AFT	1	
Private Schools	1	
4. School Board (Alum Rock)	2	2
5. Educational Administration		1
Alum Rock	1	
*County Office	1	
*State Dept. of Ed.	1	
6. Business		3
Banking/Finance	1	
Business Adm./Mgt.	1	
Unions	1	
7. Community		4
Religious Groups	1	
Service Organizations	1	
Ad Hoc Citizens Groups	2	
8. Parents		2
PTA	1	
Students	1	
9. State Administration & Legislature		1
Local Assemblyman or his Representative	1	
*A Member of the Governor's Office	1	
TOTAL	23	20

*These participants to serve in an ex-officio capacity.
NOTE: County Counsel will be available to advise on legal matters.

These nine categories represent an arbitrary definition of the segments of the society which should be represented. The rationale for why certain groups are placed under a given category may be debatable. Minority and disadvantaged representation are a must for the purposes of the project as outlined by O.E.O. The agencies, organizations, and groups listed in the first two categories seem to represent these segments. The other seven categories likewise will allow these segments to be heard.

The placement of these groups in their various categories is an attempt to further the goals of the project. Although they may at first glance appear to be more divergent than similar in their outlooks, the "areas of concern" are in truth similar. For example, private schools are placed with the "teachers" groups because under the "voucher plan" all schools become "public" to the extent that they become able to cash vouchers. This concept, which reduces public school monopoly to provide parents with new alternatives, also makes necessary a realignment of educational resources.

As stated, these categories and groups represent one viable option for the formation of the initial EVC. By adding additional categories and/or groups, an infinite number of options would be possible. The EVC, once constituted, may wish to augment its membership and should have the freedom to do so.

Experience would seem to demand that some cautions be pointed out. The two-month period designated for the pre-planning stage presents a most formidable constraint. To convene a widely representative group which will then coalesce into a working team capable of concensus recommendations within a two-month period will indeed be difficult.

If, after the two-month feasibility study, the Board decides to move into the planning stage, hopefully what should happen is a merging of the pre-planning into the planning stage so that the EVC will have the advantages of continuity. This EVC would function during the planning year and provide overall direction for the project.

Other factors need consideration in a selection process which claims "representativeness." Racial and ethnic percentages in the district show the Spanish surname population to be 47.2% and total minority population nearly 60%. Thus representation based on this factor alone would mean the composition of the EVC (and later EVA) would have to reflect this population makeup. Income levels, having or not having school age children, geographic location, sex, age of citizens, and other factors may also require consideration. It seems improbable that all such considerations can be equitably included in EVC composition although the attempt should be made. A given individual may be asked to serve because he or she represents a "variety of concerns" rather than one.

Role and Tasks of the EVC

Groups, agencies, and organizations invited to provide members to the EVC should have a clear understanding of what the goals of the education voucher program are and what their role in the pre-planning stage is to be. With the acceptance of the pre-planning grant from O.E.O. by the Alum Rock Union Elementary School District Board of Education, the decision to test the feasibility of such a voucher project in the school district has been made.

The task which the new EVC will have will be to make recommendations on the basis of the results of their feasibility study to the LEA. about whether or not to continue the project.

The tasks in which the members of the EVC will be involved during the two-month feasibility study will include the following:

1. To familiarize themselves with the goals of the Education Voucher Program.
2. To modify and/or adapt by-laws for their own organization.
3. To respond to and advise on the collection of feasibility data by the outside subcontractor, the Center for Planning and Evaluation.
4. To arrange for and conduct a minimum of three public forums on the education voucher program.
5. On the basis of their deliberations, to recommend to the Alum Rock Union Elementary School District Board of Trustees by March 31, 1971, whether or not to apply for a planning grant.

BYLAWS OF THE EDUCATION VOUCHER COMMITTEE OF THE ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT

ARTICLE I: Membership

Section 1: Categories of Membership

Voting members of the Committee shall be selected from each of the following nine categories: minorities, Community Action Programs, teachers, the Alum Rock Board of Trustees, educational administration, business community, parents, State Administration and Legislature. Ex-officio participants may be included at the discretion of the Committee and/or Board of Trustees.

Section 2: Selection and Appointment of Members

The Board of Trustees shall solicit nominees for each of the categories and shall make the final selection from those nominated. Once the Committee is constituted, it shall have the power to adjust the Committee's size and representation according to its needs and directing legislation.

Section 3: Terms of Office

Term of office will extend through the planning stages.

Section 4: Vacancies

Should a vacancy occur, the Committee will recommend a nominee representing the same category to the Board of Trustees for approval.

Section 5: Removal of Members

Removal from the Committee's voting and ex-officio membership shall require a recommendation of 2/3 of the voting membership of the Committee and approval by the Board of Trustees.

ARTICLE II: Roles, Responsibilities, and Duties of the Committee

Section 1: Role of the Committee

The role of the EVC shall be to study the Education Voucher Program and its feasibility for demonstration in Alum Rock Union Elementary School District, and to make appropriate recommendations to the Board of Trustees.

Section 2: Responsibility and Duties of the Committee

The Committee is responsible for performing those tasks necessary to enable them to make recommendations to the Board at the conclusion of each of the planning stages. The Committee shall work within the time constraints established by the funding agency and/or the Board of Trustees.

ARTICLE III: Officers of the Committee

Section 1: Officers

The officers shall be: Chairman, Vice Chairman, Secretary, and Parliamentarian. An Executive Director, to be appointed by the Board, shall serve as the administrative agent of the EVC.

Section 2: Duties of Officers

The Chairman shall call the meetings, preside over them, determine the agenda, and perform such other functions as are necessary and proper for the conduct of the Committee's business. The Vice-Chairman, in the absence or disability of the Chairman, shall perform all the duties of the Chairman and when so acting shall have all the powers of and be subject to all restrictions upon the Chairman. The Vice Chairman shall have such powers and perform such other duties as from time to time may be prescribed for him by the Committee. The

Secretary shall keep or cause to be kept the minutes of all meetings of the Committee with the time and place of holding, the names of those present, and the proceedings thereof. The secretary shall give, or cause to be given, notice of all of the minutes of the Committee required by the By-laws and shall have such other powers and perform such other duties as may be prescribed by the Committee. The Parliamentarian shall be responsible for providing such instruction as might be necessary to the Committee in the use of Roberts' Rules of Order, shall ascertain that these rules are followed, and shall be the final authority in regard to the application of these rules.

Section 3: Tenure of Officers

Elected officers shall serve for the duration of the planning stages.

Section 4: Election of Officers

The Board shall select one of its members to serve as a temporary chairman. On or before the third meeting of the Committee, the Committee shall elect, by simple majority, its officers. No two officers may be selected from the same membership category.

Section 5: Resignation of Officers

An officer wishing to resign must submit his resignation, in writing, to the Chairman of the EVC or if the involved officer is the Chairman, he shall submit his resignation, in writing, to the Board of Trustees.

Section 6: Vacancy of Officers

The Committee shall elect from its own membership, by simple majority, to fill officer vacancies.

ARTICLE IV: Meetings

Section 1: Rules of Order

Roberts' Rules of Order shall serve as the basis for conducting all meetings. The Parliamentarian shall be charged to rule upon all motions and amendments should a ruling be requested.

Section 2: Dates and Location

The Committee shall determine the dates and locations for all meetings.

Section 3: Quorum

A quorum shall consist of a simple majority of the voting membership and in addition shall include representatives of at least six of the nine membership categories.

ARTICLE V: Amendments

These By-laws may be amended at any meeting as long as two-thirds of all voting members approve. Amendments shall be distributed with the minutes of the meeting. However, the Board of Trustees of the Alum Rock Union Elementary School District must ratify all amendments prior to their incorporation into the By-laws.

With the formation of the EVC, the Study began to take tangible form. At its early meetings, the EVC, after discussion and modification, adopted the proposed Bylaws. CPE also had produced an outline of activities for the Study; this, too, was accepted by the committee. With the completion of these procedural matters, a tentative calendar was agreed upon, and CPE, under an OEO "Agreement for Delegation of Activities," was instructed to proceed with the tasks that follow. These activities constituted an integral part of the Study and the framework for this discussion.

TASKS TO BE ACCOMPLISHED
DURING THE PRE-PLANNING PERIOD

I. Assessment of Alternative Potentials

A. Existing Schools

1. Orienting present public schools in Alum Rock Union Elementary School District
2. Contacting existing public schools outside present boundaries to determine their willingness to participate, number of spaces likely to be available
3. Contacting existing private (parochial and non-sectarian) schools within present boundaries to determine willingness to participate and number of spaces likely to be available
4. Contacting existing private schools outside present boundaries to determine willingness to participate and number of spaces likely to be available

B. New Schools

1. Within present boundaries
2. Outside of present boundaries

II. Assessment of Attitudes

A. Public Forums and Small Group Meetings

1. Preparation of literature to be distributed
2. Questionnaire to be distributed, tabulated, summarized
3. Record of questions raised, development of answers
4. Summary report to EVC of meeting outcomes

B. Other Populations

1. Teacher groups: questionnaire and selected follow-up
2. Parents with school age children: questionnaire and interview

3. Adults with no children of elementary school age
4. Assessment of populations represented by nine categories of EVC: Can some categories be excluded? Will the EVC member represent his group or his own view?

III. Report to the EVC: Development of a preliminary regulatory system with alternatives

IV. Report to EVC: Development of preliminary plans for phasing in and phasing out with alternatives

V. Development of Rationale and Criteria for Identification of Educationally Handicapped Child

A. Conferences

B. Report with alternatives to EVC

VI. Information Program

A. Preparation of printed material for dissemination to various populations

B. Conducting of search for relevant materials for use by district personnel, EVC members, consultants

C. Arrangements for dissemination of materials through other media (press, radio, television)

D. Determination of present status of hardware (films, slides, etc.) and staff (printers, graphic artists, etc.)

E. Beginning of planning for future stages of project: drawing up specifications for obtaining necessary hardware and personnel

F. Establishment of "headquarters" for administrative and informational activities

VII. Preliminary Planning for the Establishment of the Parent Counseling Program: Staff needs, space needs, location

VIII. Preliminary Planning for Computer Needs Based on Possible Requirements for Data Processing. Consideration of these needs in the design of the various data-gathering instruments and techniques.

I. Assessing Alternative Schools

A. Existing Schools

1. School Districts - Six school districts bordering Alum Rock were contacted. Of the six districts, one (San Jose Unified) mentioned a possible 200 to 1000 openings which could be made available to voucher students. The only other possibility is Franklin-McKinley and that is doubtful. Of the remaining districts, all stated they could see no possible voucher student openings at this time. Two school officials expressed their personal disapproval of the voucher concept, but all but one were careful to not shut the door on their district's possible future involvement. All of the districts except San Jose Unified are in areas of substantial growth and most are having a difficult time just keeping up with the demand for services in their own district.

2. Private Schools - The responses of the non-denominational private schools are impossible to generalize. They run the whole spectrum from very hostile negative responses to promises to live by any and all EVA restrictions. While all existing private schools within a 20 mile radius of Alum Rock were not surveyed, enough schools were contacted to gather an accurate picture of the private school sector. There are two factors which should be pointed out. First, we located no non-denominational private schools within 10 miles of Alum Rock. Second, most of these schools have a tuition charge which is greater than the proposed basic voucher, and some have a tuition charge which would exceed the total of the basic voucher and the proposed increment for "disadvantaged" students.

The responses of the parochial schools have been very similar. Whether the schools are Baptist, Adventist, Catholic, etc., they have all been interested in possibly taking part in a voucher experiment. They do, however, have two questions of major concern. The first involves fears of whether or not they will begin to lose control of their curriculum under a voucher experiment. The second and perhaps the greater concern is about admissions policy. The parochial schools all feel a need to give admission preference to members of their own faith. If over-applied, they are willing to use a lottery system, but only to make decisions among church members. All have been willing to admit non-church members after church member needs have been met. Unlike non-denominational private schools, there are a number of parochial schools in the immediate Alum Rock area.

B. New Schools

Most of the information gathered on the possibilities of new schools emerging under a voucher experiment is the result of an article in the March, 1971, Superintendent's Bulletin, a publication of the Santa Clara County Superintendent's office. The efficacy of this article is questionable. First of all, it is a very imperfect way of spreading information. Not only did it reach present school employees of Santa Clara County, but the tentative nature of the article might have kept a number of concerned individuals from calling. Second, it was not always easy to judge the commitment of responding individuals to actually open their own schools. All of the respondents were very sincere, but it would be impossible to predict how many of them would follow through with their ideas.

Despite the above qualifications the results were very encouraging. 50 to 75 inquiries about the article were received. Most of the callers are presently employed in the public schools; most were teachers, but a few were principals and one was a former assistant superintendent of a Santa Clara County School District. Virtually all could be classified as very dissatisfied with the lack of diversity in their present school districts. Their ideas for alternative schools were varied and for the most part well thought out. Reported on the chart is a limited, but representative sampling of some of the more developed ideas.

If a voucher experiment were to be funded in Alum Rock, it appears that a number of alternative schools would develop. From the data on the following pages, we can predict two characteristics of these schools: 1) they would be varied in size, curriculum, philosophy, etc.; and 2) most would be located within the present boundaries of the Alum Rock School District.

Other than private individuals, Behavioral Research Lab has indicated they would begin a school in Alum Rock which would stress individualized instruction; Westinghouse Learning Corporation is interested either in supplying their educational materials to an existing school or beginning a school of their own.

The results of research with possible alternative schools are summarized in the tables which follow.

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TABLE I

ASSESSING EXISTING ALTERNATIVE SCHOOLS

NAME	Definitely not interested	Uncertain, would like more information	Definitely interested	Miles from Alum Rock	Total School Population	Number of Grades	Curriculum	Tentative number of slots for Alum Rock Students	Per pupil expenditure	Tuition charge	COMMENTS
Berryessa Union School District			✓	Bordering	5,800	K-8	traditional	Probably None	$600	N/A	At present, the district already has 2,000 students on double sessions and it is highly unlikely they could take any Alum Rock students.
Evergreen School District			✓	Bordering	4,200	K-8	traditional	Probably None	$600	N/A	The district is overcrowded now according to a district official. In all probability, they will not participate.
Franklin-McKinley Sch. District			✓	8 miles	6,600	K-8	Primarily traditional. They are experimenting with some open-space classrooms	uncertain	N/A	N/A	The district appears interested in the voucher experiment. It appears they would like to participate if they had openings available. They are experiencing rapid growth, however, and actual Alum Rock participation is doubtful.
Mt. Pleasant School District			✓	Bordering	3,500	K-8	traditional teacher/pupil ratio (1-28)	Probably None	$582	N/A	At present, the elementary grades are full and 7-8 are in double sessions. There is little chance of their participation.
Orchard School District			✓	11 miles	250	K-8	traditional	Probably None	$800	N/A	The district was interested in receiving more information. Their schools are full and they have a growing population. Slim chance they would be willing to participate.

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TABLE I

ASSESSING EXISTING ALTERNATIVE SCHOOLS

NAME	Definitely interested	Uncertain, would like more information	Definitely not interested	Miles from Alum Rock	Total School Population	Number of Grades	Curriculum	Tentative number of slots for Alum Rock Students	Per pupil expenditure	Tuition charge		COMMENTS
San Jose Unified Sch. District		✓		Bordering	37,067	K-8	traditional - with some special programs	200 - 1,000	$712	N/A		The district was very supportive of a voucher experiment. Formal approval, however, would rest with the board. The number of slots would be a function of how many variances they had.
St. John Vianney		✓		in Alum Rock	619	1-8	traditional with religious instruction pupil/teacher ratio (40-1)	most students presently from Alum Rock	$185	$180/ family		All denominational schools have two major concerns: 1. Control over their curriculum - if they were forced to unite their religious instruction in any way they would not take part.
St. Victors		✓		3 miles	336	1-8	traditional with religious instruction pupil/teacher ratio (40-1)	unspecified number at 1st grade level	$291	$180/ family		2. Control over admissions - all three schools feel it is necessary for them to give first priority to parishioners. If they still have openings after them, they are willing to use a lottery system of some type.
Most Holy Trinity		✓		Bordering	300	1-8	traditional with religious instruction pupil/teacher ratio (40-1)	2/3 of pupils are from Alum Rock	$185 $400/ family	$180/ family		SAME AS ABOVE

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TABLE I

ASSESSING EXISTING ALTERNATIVE SCHOOLS

NAME	Definitely interested	Definitely not interested	Uncertain, would like more information	Miles from Alum Rock	Total School Population	Number of Grades	Curriculum	Tentative number of slots for Alum Rock Students	Per pupil expenditure	Tuition charge	COMMENTS
Apostle Luthran Church School				5 Miles ✓	47	K-8	"traditional equivalent of the public school"	N/A	N/A	Sliding scale	SAME AS ABOVE
Valley Christian School				15 Miles ✓	650	K-12	traditional college prep **with Bible** classes teacher/pupil ratio (23-1)	N/A	$600	$600	SAME AS ABOVE
United Baptist Church School				in Alum Rock ✓	230	K-10	traditional college prep teacher/pupil ratio (23-1)	most students from Alum Rock presently 25 openings	$500	$500	SAME AS ABOVE "Both the students and teachers must believe in God and the Bible."

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TABLE I

ASSESSING EXISTING ALTERNATIVE SCHOOLS

NAME	Definitely interested	Definitely not interested	Uncertain, would like more information	Miles from Alum Rock	Total School Population	Number of Grades	Curriculum	Tentative number of slots for Alum Rock students	Per pupil expenditure	Tuition charge	COMMENTS
Seventh Day Adventist Schools (3 schools)				1 - 20 miles 1 close to Alum Rock	600	1-8	traditional college prep with religious instruction, student/teacher ratio (22-1)	uncertain	church students $480 non-church $536	$480 $536	All three schools would have to have the approval of the district supt. before they would participate. They are definately interested but have raised the same two control issues as the other denominational schools.
Denman Private School				15 miles	100	K-8	college prep	probably very few	$650	$650	The school official went to great lengths to stress the independence and rigor of his school. He has grave doubts about the voucher system and he would probably be opposed to any lottery requirement.
Palo Alto Military Academy				25 miles	156	1-9	traditional with a special military program in leadership	25 openings at present	$1125	$1125	They wanted to stress they are only willing to take "good boys." They would demand the freedom to expell those who couldn't meet their standards.
Ford Country Day School				20 miles	200	K-8	traditional college prep	definately none	$1125	$1125	They support the position of the Calif. Association of Independent Schools, who oppose the voucher concept.

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TABLE I

ASSESSING EXISTING ALTERNATIVE SCHOOLS

NAME	Definitely interested	Uncertain, would like more information	Definitely not interested	Miles from Alum Rock	Total School Population	Number of Grades	Curriculum	Tentative number of slots for Alum Rock Students	Per pupil expenditure	Tuition charge	COMMENTS
Hillbrook School	✓			20 miles	275	K-8	traditional college prep student/teacher ratio (20-1)	about 25	$930	$930	The school is very interested in taking part and sounded like they would try and live with any and all restrictions.
Astro-land Montessori School				15 miles	100	K-6	Montessori	N/A	$550	$550	No real concerns at this time. They are very interested in the possibility.
Montessori Day School Western			✓	15 miles	60	pre-school & K	Montessori	N/A	$600	$600	Would like more information.
Daystar School (Christian Science)		✓		13 miles	25	pre-school to 4th	traditional with religious training	N/A	$750	$750	They all were interested. A student, however, must be a member of the church and must attend Sunday School.
Luthran Church School (3 campuses)		✓		15 miles	225	1-8	traditional with religious training	25 potential openings	$300	$300	The school principal was very interested. If a tentative go ahead is given, he would like to have a presentation made to his Board.

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TABLE I

ASSESSING EXISTING ALTERNATIVE SCHOOLS

NAME	Definitely not interested	Definitely interested	Uncertain, would like more information	Miles from Alum Rock	Total School Population	Number of Grades	Curriculum	Tentative number of slots for Alum Rock Students	Per pupil expenditure	Tuition charge	COMMENTS
San Jose Christian School		✓		15 miles	N/A	N/A	N/A	N/A	N/A	N/A	Very concerned about regulations. Offered almost no information.

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TABLE II

CORPORATIONS INTERESTED IN DEVELOPING AN ALTERNATIVE SCHOOL

NAME	Definitely not interested	Uncertain, would like more information	Definitely interested	Miles from Alum Rock	Total School Population	Number of Grades	Curriculum	Tentative number of slots for Alum Rock Students	Per pupil expenditure	Tuition charge	COMMENTS
Behavior Research Laboratory			✓	in Alum Rock	up to 500	whatever the voucher included	individualized instruction, using teachers, paraprofessionals, and individualized materials	probably as many as they could recruit	the amount of the voucher		Behavior Research Lab has stated they will definitely open a school if a voucher experiment takes place. They will live with any and all restrictions which the EVA specifies.
Westinghouse Learning Corporation			✓	in Alum Rock	N/A	N/A	their own materials "Project Plan"		N/A	N/A	At the present time they are thinking primarily in terms of selling their educational materials to an existing or new school. If, however, they felt they could attract at least 500 students, they would probably consider operating their own school in Alum Rock.

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TABLE III

NEW SCHOOL POTENTIALS

NAME	PARTICIPATION: THINKING ABOUT IT	PARTICIPATION: REASONABLY COMMITTED	MILES FROM ALUM ROCK	TOTAL SCHOOL POPULATION	NUMBER OF GRADES	CURRICULUM	TENTATIVE NUMBER OF SLOTS FOR ALUM ROCK STUDENTS	PER PUPIL EXPENDITURE	TUITION CHARGE	COMMENTS
Community Worker			✓	in Alum Rock	100	whatever voucher included	traditional elementary curriculum with black history & culture included	100	amount of voucher	In the past he has run classes with the curriculum, but he was forced to discontinue them for lack of funds. He appeared to be genuinely committed to re-opening.
Montessori teacher			✓	in Alum Rock	N/A	"	Montessori technique	N/A	amount of voucher	She is presently holding classes for free in an empty churchroom for about 10 preschool, east side children who cannot afford to pay. She is stopping in June for lack of funds. With voucher funds she would either open her own school or begin with someone else.
Former Superintendent			✓	in Alum Rock	125	"	traditional with less bureaucracy and much more	125	amount of voucher	He has alot of administrative background and there are other teachers who are also interested. They are very disenchanted with their present position.
Teacher			✓	in Alum Rock	N/A	"	in the way of experimental program	N/A	amount of voucher	Seemed very competent, He had some very good questions about the ability of new schools to compete because of capital expenditures, etc.
Teacher			✓	in Alum Rock	20	"	He wasn't very specific "narrative" informal learning w/ no formal grade levels.			The school would be ins ome home in Alum Rock. There are apparently at least 3 teachers who are interested.
Teacher	✓			in Alum Rock	N/A	"	Home would be primary learning Open-spaced, very individualized instruction	N/A	amont of voucher	She feels she has little flexibility in her present district and she would like to start her own school. She represents only herself at this time and she will have her Ed.D. in June.

TABLE III

NEW SCHOOL POTENTIALS

NAME	PARTICIPATION: THINKING ABOUT IT	PARTICIPATION: REASONABLY COMMITTED	MILES FROM ALUM ROCK	TOTAL SCHOOL POPULATION	NUMBER OF GRADES	CURRICULUM	TENTATIVE NUMBER OF SLOTS FOR ALUM ROCK STUDENTS	PER PUPIL EXPENDITURE	TUITION CHARGE	COMMENTS
Principal in Santa Clara County			✓	N/A	100	whatever voucher included	modeled after British Infant School very child-centered w/ individualized instruction	100	amount of voucher	He has become very disenchanted with his own school district and they with him. He feels his school board is too rigid and he would like to begin his own school which would be much more flexible.
Student teacher	✓			in Alum Rock	N/A	united to K-4	primarily for Spanish-speaking children.			He is now doing his student teaching and will have his teaching credential in June.
							A combination program of Montessori techniques and bilingual education			

II. Assessing Attitudes

A. Public Forums and Small Group Meetings

The EVC requested four "public hearings" to be conducted during the two month study period. Evening hearings were held at the Sheppard School, Cureton School, and Fischer School. The fourth hearing was an afternoon meeting at the Mathson School.

Also, five small group evening meetings were held at several locations: two were regular meetings of the PTA groups at Painter and Goss Schools; two were meetings of parent groups at St. John Vianney and Most Holy Trinity Schools; and one set of data was collected, at the EVC chairman's suggestion, at one of the EVC's scheduled open business meetings.

The attitudes expressed by the people who attended the forum held at the Sheppard School are presented here, followed by a short summary of personal comments from those attending the other hearings and group meetings. It should be pointed out that many of the same people attended each of the public hearings and small group meetings and that they undoubtedly completed more than one questionnaire form. Since possible "change of attitude" as well as anonymity were factors in this data, no attempt was made to refuse a questionnaire to any adult attending any of the public hearings. It should also be noted that many of the attendees voluntarily refused to fill out another form because they had "already done it at the last meeting."

Center for Planning and Evaluation

SANTA CLARA COUNTY
OFFICE OF EDUCATION

TELEPHONE 299-3731
1110 NORTH TENTH STREET
SAN JOSE CALIF 95112

Sheppard School

The Alum Rock Education Voucher Committee and the Center for Planning and Evaluation would appreciate your taking a few minutes now to complete this questionnaire. Thank you.

1. Please fill in the appropriate blanks., Today's date February 22, 1971
   SEX: 21 male 56 female
   AGE: See Attached

2. What is your present job? See Attached

3. Do you have youngsters in the Alum Rock Schools?
   yes____ no____; if yes, how many? See Attached

4. Did this meeting answer your questions and concerns about the Education Voucher study?
   1 all questions were answered
   37 some questions were answered
   36 no, I need more information
   If no, what specific questions do you have?

   See Attached

5. Would you want the Education Voucher Committee to examine the Voucher study further in a planning phase?
   35 yes
   18 need more information
   ____ don't care
   18 no

6. How did you learn of this meeting?
   37 newspaper
   1 TV
   ____ radio
   20 letter home from school
   ____ other (please indicate) See Attached

7. We would appreciate your comments on this meeting.

   See Attached

Place Sheppard School

Tally Sheet Date February 22, 1971

Attendance Approx. 200

Returned Questionnaires 77

1. SEX: Male 21 Female 56

AGE:	18-20	22-30	31-45	46-55	56-
	1	7	41	11	

2. Present Job:

Housewife	35	School Secretary		School Principal	
Office Clerk	1	Alum Rock Dist. Emp.		Maintenance Man	
Substitute Teacher	2	Bus Driver		Cement Mason	
Salesman		Bank Teller		School Student	
Teacher	7	Florist		Retail Clerk	
Cartographic Techn.		Computer System Analyst		Accounting Mgr.	
Electronic Eng.	1	Engineer-Ford Co.		Professor	
Wholesale Produce		Real Estate Broker		School Administrator	
Program Mgr. IBM		Self-Employed			
Research Eng.		Superintendent(School)			

3. Youngsters in Alum Rock Schools

0	1	2	3	4	5	6	more
23	11	17	13	6	5	2	

4. Were questions answered

All	Some	No, need information
1	37	36

5. Shall the EVC go into a further planning stage?

Yes	Need more info	Don't care	No
35	18		18

6. How did you learn about meeting?

Newspaper	TV	Radio	Letter from School
37	1		20

Others: 15

PTA	A.A.O.W. Church Bulletin 3 Previous Meeting 7	Friend Committee for State Aid Investigation Confederacion de La Raza Unida

4. What specific questions do you have?

How can any school district plan for buildings, materials, programs, teachers equipment and curriculum design children's needs adequately and good educational program in the provided time?	4
Where does money for voucher come from and what will it be used for?	1
Will special education be provided for deaf and retarded?	
How will you avoid overcrowded classes?	
How will you avoid segregation to keep white parents from taking their children out of a school because negro children get enrolled?	
How much money is going to be siphoned off by politicians?	1
How can a parent know one school is better than another?	4
Who will decide which children will get voucher and why?	
What is the goal of the voucher system?	
Why should parochial schools be considered?	
Why aren't these questionaires sent home from school?	
How will it effect us after the time limit is over for voucher?	
What is the problem in Alum Rock and how will the voucher solve it?	3

5. What are your comments?

Would like to see a more open mind from part of audience	1
Very informative	1
Since monies have been made available for planning voucher program and groups have begun vocational support and high level public relations program to sell the voucher program in California I wonder if the voices of concern will be heard over the political appeal the voucher system holds	
Voucher system is answer to the tossing issue for affluent parents I am opposed to voucher system	4
What would happen if our private school children were placed on public school rolls because of lack of funds?	
No control group the opposition has already pre-judged the economic problem formidable	
Too much contradictions among speakers	3
We should be more objective on the general concern of O.E.O.	
Questions not clearly answered	6
Fear of only one school system especially when teachers strike and cause double session	
Parents should be allowed to vote on this matter	3
Information should be readily available to inform the public	

Parents should be better informed on the overall-and what is O.E.O. and what is it doing with taxpayers money

In addition to the foregoing comments, those attending the various evening forums and small group meetings had several insightful comments and questions about the Voucher program. They represent some of the issues an Education Voucher Committee should thoroughly treat in the course of discussion and deliberation.

1. Will the Voucher system really improve the quality of education? (Some wanted to know specifically about raising test scores, improving reading skills, etc.)

2. What would be the effect on private/parochial education?

3. What about transportation of children to another district?

4. Would the program really improve the variety of curriculums?

5. What would be the effect on the cost to the taxpayer? What happens when the O.E.O. grant runs out?

6. What are the results of other similar experiments?

7. What happens to schools not chosen to participate?

8. How stable would a program like this be once started?

9. How can schools plan for the year if they don't know their approximate enrollment beforehand? Would the school with too small an enrollment face a financial crisis?

10. How will competition affect public schools?

11. Can some people take it and others leave it?

12. Who decides whether we have a Voucher system or not?

13. What about children who transfer from another school?

14. Could the voucher be used as punishment, in the same way as suspension or expulsion?

15. We need more information before we can decide.

16. We want equal representation on the board.

17. Don't change the system--improve it!

B. Other Populations

The survey segment of the Feasibility Study was conducted over the four day period of March 30th through April 2, 1971. It consisted of two separate questionnaires. One was administered to all school district personnel. The procedures for the parent survey incorporated a computer generated random number list which was applied to the class lists within each school of the district. Once the subjects were selected, each child was given a questionnaire to take home for his parents to complete and return the following day. Those who did not return a questionnaire by the second day were given another copy with the same instructions. On day three, children still not returning the questionnaire were given another copy and the same instructions. On day four, all questionnaires were collected from each individual school.

The questionnaire administered to the district staff was delivered to each school on day one and distributed by school personnel. Every person employed by the District was asked to complete a questionnaire. These were collected on day four along with the parent survey.

Of the parents selected, 57 percent responded. This response ratio is considered high when the demographics of the school district are taken into consideration. Of the staff surveyed, a 72% response was received.

The results of the survey are quite clear. While there was a strong favorable reaction to the concepts that underlie the proposed voucher plan, there existed a substantial segment of the community that had no opinion about the term, "voucher", at the time of the survey. It can reasonably be concluded that any sales effort on behalf of the Voucher Plan should be conducted through the medium of those underlying concepts that received

a favorable reaction on the survey.

An analysis of the parent and school district personnel surveys follows.

TABLE IV

Alum Rock Voucher Assessment
Parent Survey

A. Years resident in the Alum Rock School District

	No.	Percent
0-1	42	11
2-3	73	19
4-5	65	17
6-10	94	25
11-15	91	24

B. Type of residence

single family	296	79
duplex	16	4
apartment	19	5
other	20	5

C. Do you own or rent?

own:	245	65
rent:	127	34

D. Age

15-20	3	8
21-25	10	3
26-30	88	23
31-40	182	49
41-50	73	19
51 or over	9	2

E. Sex

Male	134	40
Female	200	60

F. Number of children attending public schools

0	2	5
1	16	61
2	88	23
3	85	23
4	81	22
5	32	9
6	11	3
7	8	2
8	6	2
9	1	2

G. Number of children in private schools

	No.	Percent
0	363	96
1	9	2
2	2	5
3	1	2

H. Your education (nearest year)

grade 5	13	4
8	67	18
12	223	61
16	46	13
post grad	15	4

QUESTIONS

1. I am well informed about the voucher plan.

	No.	Percent
yes	117	32
no	189	51
undecided	62	17

2. I would want my children to participate in this program.

yes	93	26
no	83	23
undecided	180	51

3. The voucher plan is a good idea for the district to explore.

yes	143	40
no	58	16
undecided	153	43

4. My children would benefit from participating in voucher.

yes	82	23
no	73	21
undecided	198	56

5. Parents should be the ones to decide what types of elementary school education their children should receive.

yes	199	57
no	69	20
undecided	83	24

6. Parents have the abilities to make appropriate decisions about their children's elementary education.

	No.	Percent
yes	196	56
no	73	21
undecided	82	23

7. The schools should try new ideas.

yes	270	76
no	22	6
undecided	63	18

8. The schools are not doing as good as they can.

yes	130	37
no	85	24
undecided	133	38

TABLE V

Alum Rock Voucher Assessment Survey
Total Staff Survey

1. Your current position:

	No.	Percent
Aide	67	9
Counselor	6	8
Project Dir.	2	2
Teacher	417	58
Consultant	2	2
Administrator	41	6
Other	173	24

2. Age:

20-29	197	27
30-39	241	33
40-49	162	23
50-59	78	11
60 or over	22	3

3. Years of prior teaching or administrative experience (not counting this school year):

0	101	14
1-5	208	29
6-10	146	20
11-15	78	11
16 or more	95	13

4. Years of prior experience at this school:

0	175	24
1-5	360	50
6-10	96	13
11-15	30	4
16 or more	14	2

5. Number of children in Alum Rock School District.

0	383	53
1	32	4
2	32	4
3	21	3
4	8	1
5	7	9
6	2	2
7	0	0
8	2	2
9	1	1

6. Highest educational level completed:

	No.	Percent
Less than BS degree	150	21
BS or BA	71	10
BS + 15 semester hrs.	293	41
MA	39	5
MA + 15 semester hrs.	100	14

7. Grade level currently taught:

Kindergarten	46	9
First	46	9
Second	46	9
Third	40	8
Fourth	40	8
Fifth	42	8
Sixth	25	5
Seventh	18	4
Eighth	15	3

8. Sex:

Male	183	25
Female	501	70

QUESTIONS

1. I am well informed about the voucher plan

	No.	Percent
*SA	63	9
A	317	44
NA	112	16
D	136	19
SD	55	8

2. The voucher plan has potential for enhancing education.

SA	70	10
A	258	36
NA	140	19
D	140	19
SD	88	12

3. Educational changes as a result of voucher could be positive.

SA	71	10
A	276	38
NA	136	19
D	133	18
SD	72	10

*SA-Strongly Agree; A-Agree; NA-No Opinion/Does not Apply; D-Disagree; SD-Strongly Disagree.

4. School personnel should attend public meetings about voucher.

	No.	Percent
SA	221	31
A	394	55
NA	63	9
D	21	3
SD	9	1

5. Parents should decide the type of elementary school education.

SA	94	13
A	231	32
NA	83	12
D	202	28
SD	81	11

6. Parents have the ability to make decisions about their children's education.

SA	52	7
A	234	33
NA	97	13
D	223	31
SD	78	11

7. New alternatives are needed in the public and private schools.

SA	153	21
A	358	50
NA	72	10
D	34	5
SD	21	3

8. Voucher could jeopardize administrative and teaching jobs.

SA	81	11
A	224	31
NA	182	25
D	133	18
SD	31	4

9. Experimental schools are healthy for education.

SA	121	17
A	353	49
NA	84	12
D	58	8
SD	31	4

10. I would work in an experimental school if the salary was compatible with my present job.

SA	131	18
A	312	43
NA	111	15
D	58	8
SD	27	4

11. I would want my children to participate in the voucher program.

	No.	Percent
SA	65	9
A	120	17
NA	251	35
D	100	14
SD	109	15

12. The Alum Rock School District should continue to explore the voucher plan as a possible course of action.

SA	113	16
A	249	35
NA	82	11
D	107	15
SD	99	14

Several other questions were asked of the data. For example, we wondered whether or not parents of better economic circumstances responded differently to the survey than did parents from poorer circumstances. On only two questions did there appear to be a difference. On question 8, parents with greater financial resources tended to agree to a greater extent (significant at the .001 level) than the poorer parents that "The schools are not doing as good as they can." On question 7, the same difference existed, although to a lesser degree, with the financially secure parents more readily agreeing that "the schools should try new ideas."

We wondered if younger parents (under 30) would respond differently than parents over 40 to the questionnaire. No significantly different responses were obtained. Neither did years of schooling affect responses on the parent survey.

On the parent survey, men tended to be more favorably disposed toward the voucher concept than the women. A larger percentage of women responded with "don't know" than did men of the sample. No significant difference existed in the way men and women responded to question 5: "Parents should be the ones to decide what types of elementary school education their children should receive."

In terms of parents education, those with sixteen years or better felt more informed about voucher (significant .001), however, they were negative (at a statistically significant level) about all other questions except question 7, "The schools should try new ideas." Here there were no differences.

In regard to the teacher survey, we wondered if years of teaching experience would affect the way the second question was answered. However, there was no difference in the way teachers responded to "The Voucher plan

has potential for enhancing education." On the other hand, the teachers with 6-15 years experience felt they were "well informed about the voucher plan" compared to the new teachers or the teachers who had been on the job 16 years or more. On question 5, the "well informed" group felt parents should not decide the types of elementary school education their children should receive, while the teachers with the least experience felt that the parents should decide. This trend continued with question 6, where the least experienced teacher agreed most that "Parents have the ability to make decisions about their children's education;" with teacher experience, the degree of agreement decreased.

The most experienced teachers saw the voucher as jeopardizing administrative and teaching jobs while the least experienced teacher was the most undecided on this issue.

III. PRELIMINARY REGULATORY SYSTEM WITH ALTERNATIVES

The following suggestions are proposed for consideration:

A. Distance:

Schools may qualify as voucher schools if they meet time or distance limitations. The suggested alternatives are:

1. Half hour bus ride
2. Only within Alum Rock District boundary
3. Within Santa Clara County
4. Only the districts bordering Alum Rock

B. Admission Procedures:

Procedures should be carried out at the beginning of each calendar year and completed by May 15. The following alternatives are suggested:

1. Anyone in a school has a pre-emptory right to remain if they so desire.
2. Schools should state the number of places they have for the following year no later than February 28.
3. If the number of applicants a school receives is less than the number of openings they have, all students must be accepted.
4. If the number of applicants a school receives is more than the number of places available, they must use the 50/50 lottery selection procedure.
5. A school may elect to choose all students on a lottery basis.

C. Finances:

Funds should be dispersed by the EVA in accordance with the following suggested alternatives:

1. Funds will be on deposit based on the ADA of available spaces for each accepted school; allocations to be made as follows:

a. First year: 1/2 of total on July 1, 1/4 on September 1, and 1/4 on April 1.

b. Second and succeeding years: 1/4 of total on July 1, 1/4 on September 1, 1/4 on February 1, and 1/4 on April 1.

2. Fiscal responsibility will be placed by the EVA. (See Appendix B for the "Preliminary Plan for Accounting Procedures, Educational Voucher System" prepared by the Chas. H. Petersen & Co., Certified Public Accountants, under a separate agreement with the Alum Rock District.)

3. Transfers: Only one transer per school year is allowable after a reasonable period in attendance. The EVA will establish a Court of Appeals for second and all other transfer requests. The voucher will be pro-rated to the new school and O.E.O. will guarantee teacher salaries from contingency funds.

4. The EVA should allocate 10% of its budget to provide for administrative services.

D. Expulsion-Suspension

1. The EVA will establish an appeals board for students who are expelled.

2. The appeals board will determine procedures and functions only in contested cases.

3. Expelled students become transfers.

E. Auditing: The EVA will establish an auditing agency and necessary procedures.

F. Start-up Costs: Capital funding for new schools will be available from the contingency fund and repaid over 5 years.

G. Criteria for Voucher Schools: The EVA will establish criteria for schools acceptable to the system. If then a question of the acceptability of a given school arises, the burden of proof rests on the EVA to show that its criteria are being violated. (See

the five basic requirements proposed in the Alum Rock Proposal.)

H. Selection of EVA: The EVA should be an independently elected 9 member board.

IV. PRELIMINARY PLANS FOR PHASING IN AND OUT.

The following suggestions are made for consideration:

A. Grades K-6 should be included in the initial stages of the system.

B. Any child would have the right to remain in his present school if he so desires.

C. Immediately upon implementation of the demonstration, the EVA should seek alternate sources of funding which would allow for continuation in the event the trial is deemed successful.

V. RATIONALE AND CRITERIA FOR IDENTIFICATION OF EDUCATIONALLY HANDICAPPED.

The following suggestions are made for consideration:

A. Existing Code: The California Education Code mandates special allocations for the handicapped minor. Under a voucher plan, elimination or reclassification of the state categories would impose an unnecessary constraint upon the Education Voucher Committee and may not serve the best interests of the students who presently qualify for these programs. It is proposed that the specially funded state programs for the handicapped be maintained intact and that additional O.E.O. funds be allocated to assist the educationally disadvantaged child who is in serious academic trouble and falling into the cycle of indifference, indolence, frustration and failure.

B. State Programs: The state programs maintained by the district and the personnel are enumerated below:

1. <u>The Educable Mentally Retarded</u> - 201 students. These students fall within an I.Q. range of 50-80. They are identified by the

teacher, principal, and psychologist as those children who are not able to profit from normal classroom instruction but who can profit from selected educational experiences in small group settings. Teacher/pupil ratio (1-18), 21 staff members.

2. The Trainable Mentally Retarded - 46 students. These students fall within an I.Q. range of 30-50. They are identified by the teacher, principal, and psychologist as students unable to profit from normal classroom instruction but are trainable in special educational programs. Teacher/pupil ratio (1-10), 5 staff members and aids. One staff member is E.M.R. Transition Teacher who assists the students to make it back to the regular school program.

3. The Educationally Handicapped - 124 students. Specific criteria for identification of these students are:
   a. Average intelligence (90 or above)
   b. Significant discrepancy between ability and performance (i.e. 2 year lag)
   c. Physical or emotional problems as indicated in classroom behavior. Teacher/pupil ratio (1-10) - 12 staff members and aids.

4. Hard-of-Hearing and Pre-School Deaf - 37-12 students respectively. These students are identified by a physician. Regular day programs are provided. Teacher/pupil ratio (1-10) - 5 staff members and aids.

5. Visually Handicapped - 16 students. These students are also identified by a physician and include all partially sighted students who are considered legally blind. Regular day classes are provided. Teacher/student ratio (1-10) - 2 staff members.

6. Gifted Work-Shop Program - 176 students. These students fall within an I.Q. range of 130 (K-3) and 125 (6-8). Special interest programs are employed in addition to regular classroom instruction.

7. The district also provides services compensated in part or wholey by state subsidies in the following areas: Miller Unruh Reading Specialists, 11 staff members; Speech Therapy Specialists, 10 staff members; Psychologist, 6 staff members and 1 (nonpaid) intern; Upper Grade Counselors, 5 staff members. The district also assumes full cost for 17 school nurses.

C. Federal Programs: The district participation in federal programs, i.e. Title I, has resulted in high concentration of programs at three schools. Federal funds have been allocated to school's indicating a high concentration of educationally disadvantaged students and a high concentration of minority students. The disadvantaged students in six other schools who barely fail to qualify for federal aid, but nevertheless have severe need would probably qualify for compensatory vouchers.

D. Amount of Compensatory voucher: The proposal below is one of an infinite variety of models for identification and allocation of compensatory funds to educationally disadvantaged students under a voucher plan.

Experience with current Title I programs indicate that expenditures of $350 per ADA unit make a difference in breaking the educationally disadvantaged cycle (i.e. one month gained for one month in school). Therefore, it is proposed that an initial amount of $350 per ADA unit be allocated for those identified as educationally disadvantaged.

E. Selection Procedures: Each child would be tested during the initial planning months to determine compensatory recipients. A determination based on language development (i.e. verbal ability) and other basic skills would result from the testing program. Allocation might

be made on a percentile basis. The bottom 40% might be the group that are identified as those educationally disadvantaged. The bottom deciles of this group (i.e. the lowest 20%) might receive the largest amount and the others graduated down to a lesser amount. Any students above the 4th decile could be assumed to be able to succeed without compensatory funds.

VI. INFORMATION PROGRAM.

The following considerations are suggested for the Alum Rock EVC as they examine alternative aspects of an Information Program in conjunction with their regulatory function for the administration of a voucher plan. The Committee is referred to the report of the Center for the Study of Public Policy[1] which contains many of the basic areas of concern which serve as a starting point for this discussion.

A. Need for comprehensive coverage: If any voucher system is to succeed, regardless of the possible alternatives which the EVA may choose to build into the Regulatory System, complete and accurate information about all phases of the voucher program is a must. It will be the EVA's continuing responsibility to insure that the community in general and parents in particular have available to them any and all information which may be deemed necessary at any given time. This responsibility means that the EVA will have to staff and equip a sophisticated information office capable of collecting, analyzing, synthesizing, and disseminating information. This office should have the authority, on behalf of the EVA, to request that all schools, as

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[1] Education Vouchers, A Report on Financing Elementary Education by Grants to Parents, December 1970, Center for the Study of Public Policy, Cambridge, Mass. pp. 61-69.

a condition of their participation, agree to supplying the information in the form and at the times needed, unless this conflicts with their philosophy and they have submitted an acceptable substitute statement, and that the information presented be subject to verification.

B. Dissemination Functions: The dissemination of this information will have to be continuous and intensive to insure that the number of "uninformed" is minimal. The Information Office must coordinate its efforts and work closely with the Parent-Counseling office so that all individuals seeking assistance will be properly helped. Although some experimentation would be suggested before any specific dissemination techniques are exclusively used, it would seem apparent that direct mailings of materials (in English and Spanish) such as cumulative reports on the participating schools, distributions via the students at their schools, the extensive use of public media, and the use of Information Agents (probably indigent community liaison workers) who could visit with small groups and/or individuals in their homes would be obvious alternatives. It should be stressed that every effort to use community resources and people to "get out the word" should be made. Any form of the printed word (comic books, cartoons, student produced materials, local group materials, etc.) which are felt effective should be considered for use. (For a report on the public information effort in the Alum Rock area during the time of the study, see Appendix D, "Mass Media and Dissemination.")

C. Central location: The Information Office should be a centralized operation working directly under the EVA and responsive to all the components of the system. The specific information which would need to be available is of such magnitude that it seems unlikely that it could be handled other than through use of a high capacity computer. All the information

in the data banks would thus be available for evaluation efforts during the demonstration.

D. Two-way information flow: The Information office should also have a responsibility to those schools which are participating in the system. Thus, the office should be able both to react to requests for information and to generate materials which will stimulate the schools and staffs to constantly improve their curricula and methods of working with children. As part of this two-way function, the Information office could be responsible for holding debates, polling parents and checking on complaints.

E. Data analysis: Although a wide variety of data must be gathered, the EVA through the Information office, should guard against gathering data that is of no value to operating the system. "Data for data's sake alone" will confuse and overburden the system. The reporting of such extraneous information could quickly overwhelm all those who must deal with it. Information about the operation of the system should be reported objectively. That which is designed to be pro-active should be labeled as such.

F. Advertising: The EVA will have the alternative of determining whether or not it would be advisable to allow individual schools to do their own advertising as part of their recruiting procedures or to require that all such advertising be done through the central Information Office only. Each option has some disadvantages and advantages. The "active" schools may wish to expend money and effort on selling themselves. If done accurately and professionally, such "advertising" would probably be worth encouraging. The obvious control that would result by having only the central Information Office disseminate information would, although it would be more costly and somewhat difficult to

enforce, probably result in a more equitable presentation of each school's characteristics.

G. Suggested information parents would need:

1. What are the religious and political affiliations of the teachers?
2. What kind of training have they had?
3. What kind of transportation service is available?
4. What is the racial composition of the school by grade?
5. What kind of athletic program is available?
6. What percentage of kids are going on to college (High School)?
7. What has been the past performance on standardized tests?
8. When may we tour the schools we are interested in?
9. What is the educational philosophy of the school? Curriculum?
10. What is the cafeteria menu?
11. What special programs are there for the disadvantaged?
12. Do you have a drug problem?
13. Do you use corporal punishment?
14. Do you use student teachers? Can the kids participate in curriculum decisions? Administrative decisions? Personnel decisions?
15. What is the class time schedule?
16. What is the pupil-teacher ratio?
17. Do you use paraprofessionals?

VII. PARENT COUNSELING PROGRAM.

The following considerations are suggested for the Alum Rock EVC as they examine alternative aspects of a Parent Counseling Program in conjunction with their regulatory function for the administration of a voucher plan. Although there is frequent reference to the fact that an extensive parent counseling program would be an integral part of the voucher model recommended by the Center for the Study of Public Policy,[1]

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[1] Op Cit.

nowhere in the report is the topic given focus nor are there detailed recommendations as to how it should be implemented.

A. Importance of PCO: There are many alternative paths which the EVA could follow in establishing the Parent Counseling Office (PCO) but its importance to the system cannot be overemphasised. The report mentioned above[1] suggests that the EVA not provide advice as to which schools "are best" but rather that this task be left to private groups, newspapers, counseling agencies, consumers' unions, and such groups as the League of Women Voters. Although this is certainly one alternative which would encourage community involvement and aid the EVA in policing the system, it seems too hit-or-miss to be effective and too tenuous a procedure for so important an activity. Rather there should be a fully staffed PCO with highly trained professional counselors, psychologist, diagnosticians, and experts in all phases of the counseling field. The EVA's credibility will be in the hands of the PCO because that office will be the interfacing element of the entire system.

B. Neighborhood locations: PCO neighborhood locations should be established apart from the existing schools. They need to be warm, inviting places where voucher parents can have information interpreted with complete confidence. Although data about all phases of the system can be maintained at a central location (the Information Office) it must be readily accessible to the various PCO centers. These neighborhood centers should be the first place that parents go and should have the image of "caring about" the problems of its client area regardless of which schools the students are attending. The

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[1] Op Cit. p. 68

PCO's should be able to work cooperatively with whatever counseling programs are already in the various schools and in the community. The PCO centers and the central PCO will have to be able to assist both the schools in the system and the students and parents to make decisions on a wide range of problems with which they must deal before making the choices which exemplify the voucher concept.

VIII. COMPUTER APPLICATION AND UTILIZATION.

A major consideration in implementing a voucher system must be the development of computerized management, evaluation, and information systems along with data gathering, analytical, and research activities needed for their support. Since accountability underlies the concept of school effectiveness indicators, the means of obtaining these measurements should be the principal objective of the evaluators and researchers associated with the voucher demonstration.

A. Variables: The determination of the set of variables to be used in the data bank would be the result of experimentation, examination of existing data, and an investigation of the feasibility and cost of obtaining and processing various kinds of information. Initially, however, certain types of generic variables entering into analysis could be classified according to the following taxonomy:

1. Pupil Performance Data
    a. Standardized tests of cognitive skills
        1. Reading achievement
        2. Mathematics achievement
    b. Attendance or absentee data
    c. Incidence of vandalism and delinquency
    d. Self-concept measures (parents and children)

e. Socialization measures

f. Attitudes toward the community

2. Individual pupil characteristics

a. Ethnic

b. Sociometric

c. Home, family and neighborhood characteristics

d. Age

e. Prior performance

3. Teacher and classroom characteristics

a. Group characteristics

1. Ethnic and socio-economic composition

2. Distribution of performance levels within the classroom

b. Teacher characteristics

1. Age

2. Training

3. Experience

4. Ability and personality measures

5. Ethnic and sociometric measures describing their background

c. Other classroom characteristics

1. Class size

2. Amount of instructional support

3. Amount of materials provided

4. Condition of physical facilities

B. Hardware: This task requires a great deal of record keeping and data manipulation. It would be necessary to plan the use of a computer for this purpose in terms of its accuracy, reliability and economy of purpose. The system selected should be capable of storing and manipulating student records as well as having the power for

information retrieval and scientific purposes. Hardware such as an IBM 512K 360 model 50 or a 370 model 135 or 145 configured with at least three tape drives and eight disk packs could serve the rather broad mandates of the voucher system. With machinery of this nature, accurate daily updated records could be maintained on each of the children monitoring their progress through the course of the program. Of equal importance is the information that could be made available to parents on the qualities and quantities of education being produced by the various alternative options.

C. Kinds of information that can be obtained: It could be possible to find out what fraction of the variation in performing gains among schools is attributable to nonteacher characteristics, including group characteristics of the pupils and measures of resource availability in the classrooms. The remaining effects could be attributed to teachers assuming a certain confidence that all important non-teacher variables have been taken into account. The extent to which differences among schools are explained by measured teacher characteristics can also be determined. Unfortunately, our experience to date has shown that the more readily available teacher characteristics such as age, training, experience, and the like, account for only a small fraction of the observed variance. It has been shown that more of the variation can be accounted for when a measure of teacher verbal ability is included. Still more presumably could be accounted for if a greater variety of teacher ability and personality measures were available and applied. At the present time our knowledge of what teacher characteristics influence pupil performance is rather incomplete. The accountability information system developed for the voucher plan could produce a viable contribution to the field of

learning. This task would be nearly impossible without a computer.

D. Data Analysis: The principal use of these pieces of information would be in assessing the relative effectiveness of individual schools in contributing to gains in pupil performance. In addition, it could be possible to determine whether each school's contribution is significantly greater or significantly smaller than that of the average school. The analysis will also make it possible to determine the extent to which teacher and nonteacher characteristics are significantly correlated with school effectiveness and what factors influence human learning. Potentially, such information could have important policy implications and impact on the parents involved in the voucher plan, the school management, resource allocation, and personnel practices. The basic use for an accountability model is as an identification device for school effectiveness. Once relative school effectiveness is known, a variety of actions such as the more effective utilization of staff and better relationships between compensation and performance can follow. The analytical results of such change could be of value in setting policies on class size, support services, and similiar resource variables. From a research position, the model could help shed light on the major problem of the relationship between school inputs and educational outputs.

Thus, the Feasibility Study which was undertaken was broad in scope and involved the combined efforts of many people and agencies. The EVC was charged with making recommendations to the Alum Rock Board of Trustees at the conclusion of their deliberations, but reports and suggestions were forthcoming from many sources.

In addition to these tasks specifically contracted to CPE, a variety of other activities deemed necessary to the broader aspects of the Feasibility Study were begun. OEO requested that CPE and the District Office provide certain demographic data which would lend greater insight into the composition of the Alum Rock Union Elementary School District. This information is presented here.

TABLE VI

DEMOGRAPHIC COMPOSITION OF THE ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT

School	Minority % (Oct.1970)	Avg. Class Size	Minority/Total Staff(1968)	Minority/Total Paraprofessionals
Arbuckle	71.88	28.0	2/25	14/23
Cassell	55.12	31.3	1/27	5/16
Conniff	70.39	28.1	2/17	8/16
Cureton	52.27	29.0	2/23	5/12
Dorsa	64.19	29.5	3/29	4/13
Goss	76.08	30.2	6/26	10/11
Hubbard	72.75	31.0	3/27	18/29
Linda Vista	28.36	31.1	2/27	2/9
Lyndale	49.65	30.1	3/26	6/13
Mayfair	80.86	28.0	8/28	14/27
McCollam	53.06	30.0	4/25	4/12
Meyer	52.84	30.0	5/30	2/15
Miller	73.56	30.0	4/23	4/13
Painter	55.86	28.3	2/13	3/4
Rogers	43.43	32.0	5/23	4/11
Ryan	35.46	31.3	2/24	0/8
San Antonio	82.89	29.0	5/26	22/28
Shields	53.39	29.1	5/24	0/12
Slonaker	69.05	31.1	5/26	8/13
Fischer	54.24	31.0	11/57	7/14
George	47.92	31.0		7/11
Mathson	78.42	28.5	14/46	8/16
Pala	51.39	31.0	3/19	2/15
Sheppard	64.99	31.0	6/49	2/20

Note: Teacher turnover rate on a district-wide basis is approximately 15% each year.

TABLE VII

NUMBER AND PERCENTAGES OF CHILDREN FROM HOMES
RECEIVING AID FOR FAMILIES W/DEPENDENT CHILDREN

AFDC, BY SCHOOL

Feb. AFDC - 1971 - Total 5,968		
1. Mayfair	566	78.5
2. Slonaker	503	72.3
3. Hubbard	385	69.6
4. Dorsa	526	67.5
5. San Antonio	307	64.0
6. McCollam	404	60.2
7. Miller	356	59.6
8. Conniff	236	56.4
9. Arbuckle	374	62.1
10. Painter	160	53.5
11. Goss	365	51.2
12. Meyer	335	41.0
13. Shields	213	38.5
14. Ryan	290	36.5
15. Cassell	278	36.5
16. Cureton	195	34.2
17. Lyndale	184	32.0
18. Linda Vista	175	24.3
19. Rogers	107	15.9
TOTAL	5,968	

TABLE VIII

RESOURCE ALLOCATION FOR ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT

Total District Assessed Valuation	$91,078,070.00
Total Assessed Valuation per ADA (Modified to State-Wide Assessment Ratio)	5,368.66
Total Current Expenses per ADA	689.49
Total Current Expenses per ADA (Excluding Federal Aid)	638.91
Total Tax Rate	4.657
State Average Valuation per K-8 ADA	15,841.00

Conclusions

There is significant community interest in the possibility of the Alum Rock Union Elementary School District becoming a demonstration site for the development of a workable Voucher System. The data gathered from both the small and large group open meetings and the parent and staff survey show a definite edge on the side of those who favor the trial over those who are opposed, but the large segment of undecided or uninformed indicates a need to further inform the public. The time and financial constraints on this Feasibility Study made it difficult to adequately reach the large number of people in the community. Continuing efforts aimed at disseminating information about the proposed trial would dispel this indecision.

Although the concern that "not enough people had been contacted" was voiced many times at the open meetings, the amount of interest generated by the study exceeded any similar involvement in the District in recent times. Opponents of the voucher concept were noticably better organized and more vocal than those who favored the concept even though the data collected indicated more favorable than unfavorable interest.

It would be desirable, in the event that such a study be replicated, that it be preceded by an extensive pre-planning phase during which the primary activity would be that of informing the community. Such an approach could allow for the establishment of the EVC only after the various involved segments of the district had had adequate time to familiarize themselves with the issues. The problem of obtaining equitable representation of voting members on the EVC could thus be minimized. Such a pre-planning period would also allow for refinement of the specifics of the model of the voucher system under consideration. Questions raised about such specifics could then be

answered precisely rather than ambiguously as was too frequently the case in presentations made during this study. Further exploration of the variables generated by this study would provide additional insights into the complexities of the voucher concept.

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APPENDIX A

A Prelimindary Plan for Accounting Procedures--

Educational Voucher System

ALUM ROCK UNION SCHOOL DISTRICT

SAN JOSE, CALIFORNIA

PRELIMINARY PLAN FOR ACCOUNTING PROCEDURES

EDUCATIONAL VOUCHER SYSTEM

CHAS. H. PETERSEN & CO.
Certified Public Accountants
Mountain View, California

CHAS. H. PETERSEN & CO.
Certified Public Accountants
Mountain View, California

March 12, 1971

To the Members of the Education Voucher Committee
Alum Rock Union School District
2930 Gay Avenue
San Jose, California 95127

Gentlemen:

We submit herewith a preliminary plan for accounting procedures for implementation with regards to the Educational Voucher System under current study by your committee.

The outline of our plan is as follows:

ACCOUNTING AND INTERNAL CONTROL REQUIREMENTS OF AN EDUCATIONAL VOUCHER AGENCY AND PARTICIPATING SCHOOLS

A PLAN FOR PROVIDING THE NECESSARY ACCOUNTING SERVICES AND INTERNAL CONTROL PROCEDURES FOR PARTICIPATING SCHOOLS

ACCOUNTING FOR RELIGIOUS INSTRUCTION

A PLAN FOR ACCOUNTING AND INTERNAL CONTROL PROCEDURES FOR AN EDUCATIONAL VOUCHER AGENCY

ALLOCATION OF DISTRICT COSTS TO PARTICIPATING PUBLIC SCHOOLS

OTHER CONSIDERATIONS

EXHIBIT "A" - DIAGRAM AND SUMMARY OF RECOMMENDED ACCOUNTING PROCEDURES FOR VOUCHERS

EXHIBIT "B" - DIAGRAM AND SUMMARY OF RECOMMENDED ACCOUNTING PROCEDURES FOR CASH

Our preliminary plan considers some alternatives, but not all alternative methods for accounting procedures under an Educational Voucher System. We attempted to consider procedures that would get the job done in the most efficient manner at the least cost.

Our suggestions, recommendations, and conclusions were made within this framework.

Yours very truly,

Chas. H. Peterson & Co.

Certified Public Accountants

PRELIMINARY PLAN FOR ACCOUNTING PROCEDURES

EDUCATIONAL VOUCHER SYSTEM

Accounting And Internal Control Requirements Of An Educational Voucher Agency And Participating Schools

In implementing the educational model recommended by the Center for the Study of Public Policy in its preliminary report, Education Vouchers, March 1970, a system to account for and control income and expenditures may be outlined as follows:

1) The Educational Voucher Agency (EVA) must maintain records to account for:

   a) Vouchers - issued to parents
      - redeemed by schools

   b) Income - allocations from the district
      - allocations from the OEO

   c) Expenditures
      - for redemption of vouchers
      - for administrative costs of the EVA
      - for support functions, such as school information collecting, parent information dispensing, review and evaluation, start-up costs for new schools, and transportation costs

2) The EVA must establish internal operating procedures to:

   a) Ensure issuance of vouchers only to parents of qualified students, and ensure that compensatory vouchers are issued only to those parents who qualify for such

   b) Control redemption of vouchers - ensure that all vouchers redeemed agree with those issued

   c) Control cash receipts and disbursements
      - budgetary procedures
      - separate duties of personnel to the extent feasible
      - maintain an authorized depository with designated signatories
      - system of authorizing purchases and expenditures

3) Each school must maintain records to account for:

   a) Vouchers - received by parents

   b) Income - allocations from the EVA
      - gifts and other grants

   c) Expenditures - classified by nature of expenditure, such as salaries, and if desired by some other classification, such as by program designation

   d) Cost of religious instruction, if any

4) Each school must establish internal operating procedures to:

   a) Control cash receipts and disbursements
      - budgetary procedures
      - separate duties of personnel to the extent feasible
      - maintain an authorized depository with designated signatories
      - system of authorizing purchases and expenditures

The EVA should prepare an accounting manual setting forth standard accounting practices for its agency and participating schools to follow.

A Plan For Providing The Necessary Accounting Services And Internal Control Procedures For Participating Schools

We understand that one of the OEO requirements for schools to receive funds is that they provide parents with all information regarding their operations, including information regarding their financial condition. Because of this requirement, it is necessary that all schools maintain accounting records in a manner that will provide the necessary information to prepare periodic financial statements.

There are three alternatives on who can do the accounting for the schools:

1) The schools themselves

2) The District

3) The EVA

For the reasons explained in the following paragraphs, we recommend that the District provide the necessary accounting services to all the public schools, and offer the participating private and parochial schools bookkeeping services if they desire such.

None of the public schools now have accounting capabilities. To establish and maintain such capabilities and the related internal controls and procedures would be expensive and to a large degree duplicate the District's accounting effort.

Some of the more significant expenses that would be incurred are: salary and payroll costs for a bookkeeper at each school, overhead of supervision, and additional audit costs. We estimate the annual cost would run about $8,000 per school.

Duplication of the District's accounting effort would arise in that the District will continue to maintain accounting capabilities under the Voucher Plan to meet its own internal management needs and external reporting requirements. These needs and requirements will be similar to those of the public schools primarily in that both will require the processing and tabulating of the same source documents, i.e. budget actions, purchase orders, check vouchers, payroll journals, journal vouchers, etc. They will differ primarily in the external reports required, and consequently in the manner in which information is classified.

The District's statutory reporting requirements are to present income and expenditures and related budget information by source of income and by nature of expenditure, such as salaries,

books, etc., for the District as a whole, without regard to which particular schools earned the income and incurred the expenditures. As of July 1, 1970, the District chose to classify its data by educational program designation in addition to the source and nature of the data. Under the Voucher Plan each school will be required to report its own income and expenditures. It is also feasible for the District to compile these reports for the public schools by classifying its information a third way - by individual public school.

Does the District presently have the accounting capabilities to accumulate information by individual school? It has a purchasing and accounting department with experienced personnel. It has, generally, sound operating procedures and internal controls. The capabilities of its accounting equipment are, however, limited. Present problems of keeping records current are attributed to the bookkeeping machine. For this reason, the District is currently considering buying computer time from an outside service to tabulate its accounting data. With computer capability, the compilation of reports in various presentations from the same source documents would be no problem.

Existing private and parochial schools have accounting capabilities of varying degrees. Integration of their accounting information with that of the District would not be possible because the information would be incompatible. Processing of their information by the District, however, would be feasible. These schools, in effect, would buy bookkeeping services from the District. This service by the District would probably be particularly attractive to the smaller schools and any new private schools that may be established.

The third alternative is for the EVA to provide the necessary accounting services for all the schools, or at least all those with no existing accounting capabilities. If this agency were to assume this responsibility, it would have to create the following accounting capabilities: competent personnel, a system of generating and handling source documents, a system of internal control, and equipment to do the job. This approach appears to us to increase the overall cost of education to the public with no resulting benefits. The additional costs would be administrative - overlapping personnel and equipments costs, liaison, etc.

Accounting For Religious Instruction

Under the Voucher Plan participating parochial schools would be required to report the cost of religious instruction separately. This requirement is based on the premise that public funds should not support any religious education to comply with the intentions of the First Amendment of the U.S. Constitution.

Under the Voucher Plan the cost of religious education could be determined and accounted for in a variety of ways depending on the manner in which religious instruction is integrated with secular instruction at each parochial school. For example, if religious instruction is conducted only by designated teachers, their salaries and payroll costs could be charged to accounts designated for religious training. If religious instruction were conducted by the same teachers conducting secular instruction, their salaries could be pro-rated on some equitable basis. For example, if teachers taught five subjects per day and one subject was religion, 20% of their salaries would be chargeable to religious instruction. Costs

of maintaining facilities, utilities, etc. could be pro-rated in a similar manner.

If fair and reasonable criteria are established to determine the costs of religious instruction, there will be little difficulty in accounting for this cost.

A Plan For Accounting And Internal Control Procedures For An Educational Voucher Agency

The EVA will be required to establish accounting and internal control procedures for the issuance and redemption of vouchers, for the receipt and disbursement of cash, and to account for its administrative activities.

Vouchers

Accounting for and controlling the issuance and redemption of vouchers will probably be the more difficult and time consuming task. There will be approximately 17,000 vouchers the EVA will have to account for and control. A list of parents with school children in the voucher area will have to be developed. The listing will have to designate children eligible for compensatory vouchers. Current enrollments in participating schools would be the logical starting point for such a list. Facilities will be needed for unlisted parents to obtain vouchers. From a control standpoint, the most desirable prccedure for issuing vouchers would be to require parents to pick up their voucher(s) at the offices of the EVA. This procedure would enable the EVA to make additional verifications of eligibility for regular and compensatory vouchers by questioning applicants, and would ensure that the proper vouchers were given to the parents for whom they were intended. In addition receipts could be

readily obtained from parents by requiring them to sign for the vouchers they receive. From a practical standpoint, the EVA may have to mail vouchers to parents. If this is determined to be the only practical method of distributing vouchers, the emphasis of control would shift to verifying vouchers that have been redeemed, i.e. following up questionable vouchers by mailings and/or personal calls. In either case, a matching of vouchers redeemed with copies or listings of those issued would be a necessary procedure to control their use.

Cash

The EVA will be entitled to receive funds from the District and the OEO. Transfer of local and State cash receipts from the District to the EVA would not be feasible, and in our opinion impractical. Likewise, we believe the transfer of Federal cash from the OEO directly to the EVA, bypassing the District, would be undesirable. Our reasons are stated below.

The District is governed by the Education Code in controlling and accounting for its cash. Transfers of District cash to the EVA would not relieve the District of its statutory responsibilities, or its public responsibilities, yet it would dilute the District's authority to carry out these responsibilities by its loss of some measure of control over its funds. Even if the District could obtain a waiver of certain statutory requirements and possibly indemnification from the OEO, transferring cash to the EVA would not be practical. The EVA would have to establish accounting and internal control capabilities and procedures similar to those that now exist in the District. The EVA would, for all practical purposes, supplant the

need of many of the accounting functions of the District unless both the District and EVA chose to operate concurrent systems. This would be duplication of effort with its attendant costs. As suggested earlier, it is desirable that the District provide the necessary accounting services for the schools, particularly the public schools. If all the cash and other controls and accounting were assumed by the EVA, we believe that it would be more advantageous for this agency to provide the accounting services for the schools.

Deposit of OEO funds with the District would subject these funds to the existing control procedures established for the District. Deposit of these funds directly with the EVA would require the establishment of proper accounting and internal control procedures within this agency.

If all receipts were handled by the District, how would the schools and the EVA receive credit for the income that they are entitled to receive? In the case of the public schools and the EVA, we suggest that the EVA issue letters to the District authorizing income credits on the books of the public schools and the EVA. The letter values for each school and the EVA would be supported by the value of the vouchers that have been redeemed. In the case of private and parochial schools, we suggest that the EVA issue letters authorizing the District to transfer cash to the credit of these schools. After accomplishing the income credits and transfers, the District would certify to this fact to the EVA. The EVA's records to support income received and transferred to the appropriate schools would consist of the letters of authorization, letters of certification from the District, and the underlying vouchers.

Accounting For Administrative Activities

Because the EVA must have funds to meet its administrative operating expenses, such as salaries, rent, supplies, etc., the portion of OEO funds allocated for this purpose must be transferred from the District to the EVA. The accounting system and internal controls required for the EVA to handle these transactions would be relatively simple. Consequently, in this report we will not state the detail procedures required to set up and operate such a system.

Allocation Of District Costs To Participating Public Schools

Since each school will be required to report the results of its operations, all expenses incurred by each school, including the share of District administrative costs for public schools, must be reported and accounted for. All direct costs of the schools, such as teachers' salaries, supplies, etc., can be readily identified and charged to the accounts of the schools on journals, purchase orders, invoices, etc. The indirect costs of maintaining District offices for the benefit of the participating public schools cannot be readily identified with a particular school or schools. All the public schools will benefit in varying degrees from the services offered by the District. Therefore, it would be logical for each public school to absorb District administrative costs in proportion to the benefits received by each.

One method for allocating the costs of the Superintendent's office, the personnel, accounting and attendance departments to each school would be on the basis of the average daily attendance in each public school. Costs of other services, such as grounds and building supervision, mimeograph and photo copy facilities, etc., could be

pro-rated in the same manner. Other District services, such as counseling, could be pro-rated on a time basis, i.e. the number of hours each school uses such services. We believe the majority of the costs of operating the District offices could be pro-rated to each public school on an equitable basis by using the ratio that the average daily attendance of each public school bears to the average daily attendance of all public schools.

Other Considerations

Each school should prepare an annual budget to assist in planning its activities. For public schools, it will be necessary that the budgeting activity be co-ordinated with the District. Unless statutory requirements are changed, the District must prepare an annual budget for publication. It is apparent that the budgets for each public school must be compatible with the overall budget of the District.

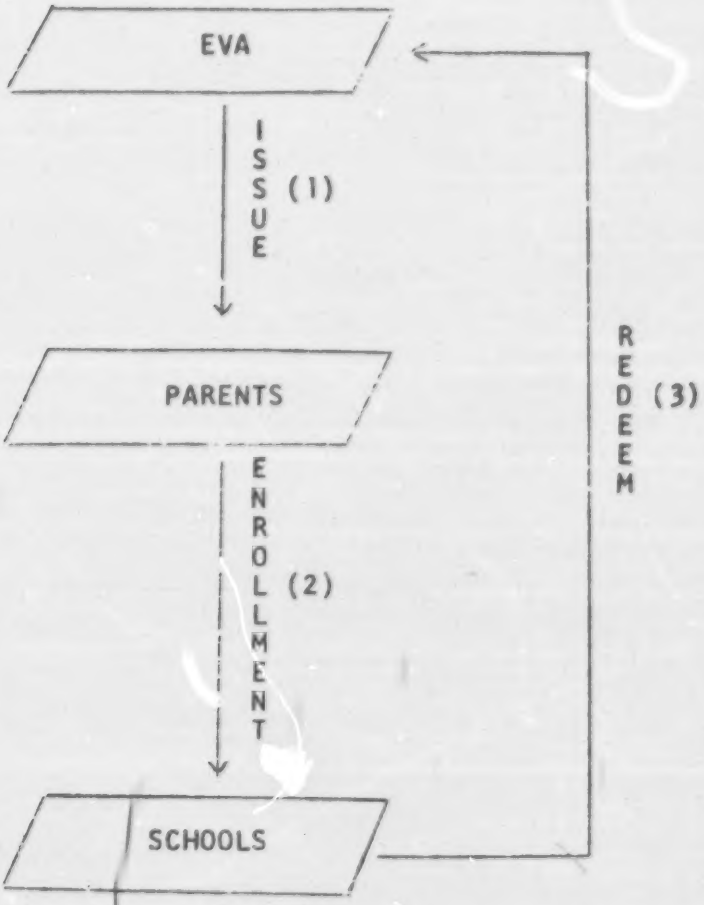
The District currently receives approximately $700,000 for compensatory education under Title I of the Elementary and Secondary Education Act. In the past, only schools with a certain concentration (about 25%) of disadvantaged children were eligible for such funds. If under the Voucher Plan, the parents of disadvantaged children chose to send their children to different schools and cause the concentration of such children in any school to fall below the Title I guidelines, the District would have to obtain a waiver of the guidelines to continue receiving these funds. An obvious solution to ensure that Title I funds only benefit disadvantaged children is to increase the value of their vouchers by the amount of Title I appropriations to the District. The same considerations apply to funds received under Title

III of the same Act, although the grants are significantly less.

The District currently receives approximately $600,000 from the State to conduct special programs for the physically and mentally handicapped. We assume these programs will not be disturbed by the implementation of the Voucher System. If changes are being considered, the applicable State requirements to receive funds for these programs should be reviewed.

EXHIBIT "A"

DIAGRAM AND SUMMARY OF RECOMMENDED ACCOUNTING PROCEDURES FOR VOUCHERS



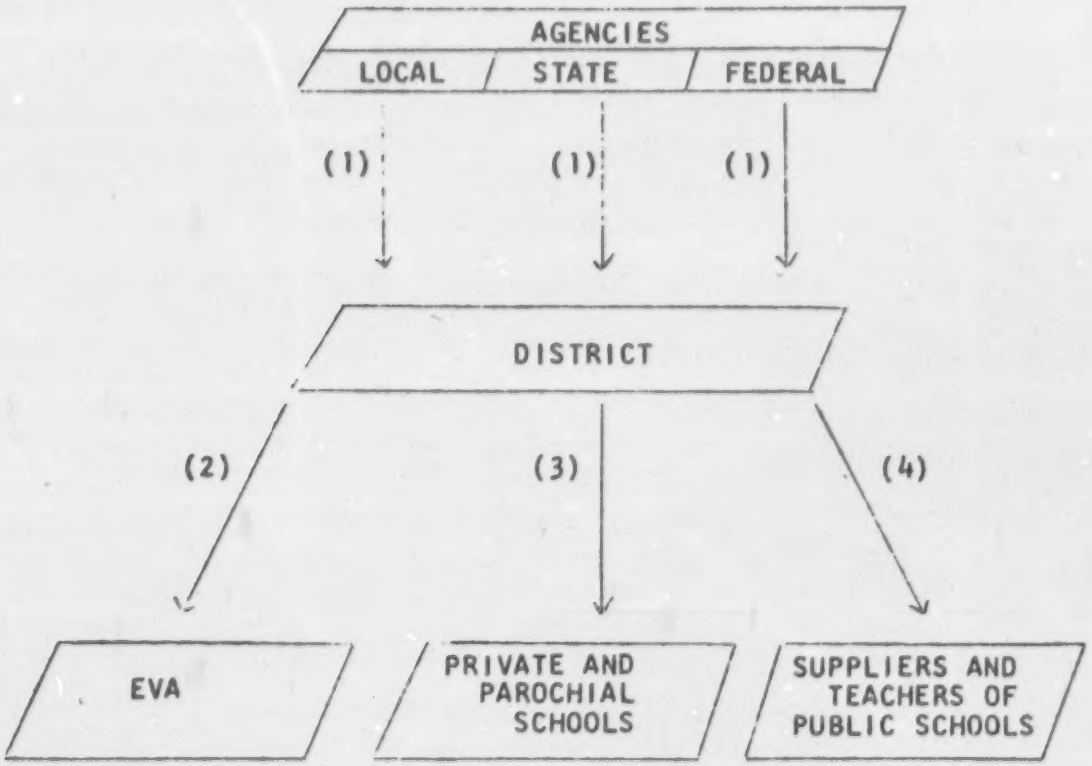
(1) EVA maintains a record or vouchers issued, including the value thereof.

(2) Schools maintain a record of vouchers presented for enrollment, including the value thereof.

(3) EVA matches vouchers redeemed with the record or copies of vouchers issued to control their use.

EXHIBIT "B"

DIAGRAM AND SUMMARY OF RECOMMENDED ACCOUNTING PROCEDURES FOR CASH



(1) District deposits cash received with County Treasurer. District credits the accounts of public schools upon receipt of letters of authorization from the EVA.

(2) District disburses cash to EVA only for the amount allocated to the EVA for its administrative costs. Letter of authorization from the EVA is the District's authority to make disbursement.

(3) District disburses cash to the private and parochial schools upon receipt of letters of authorization from the EVA.

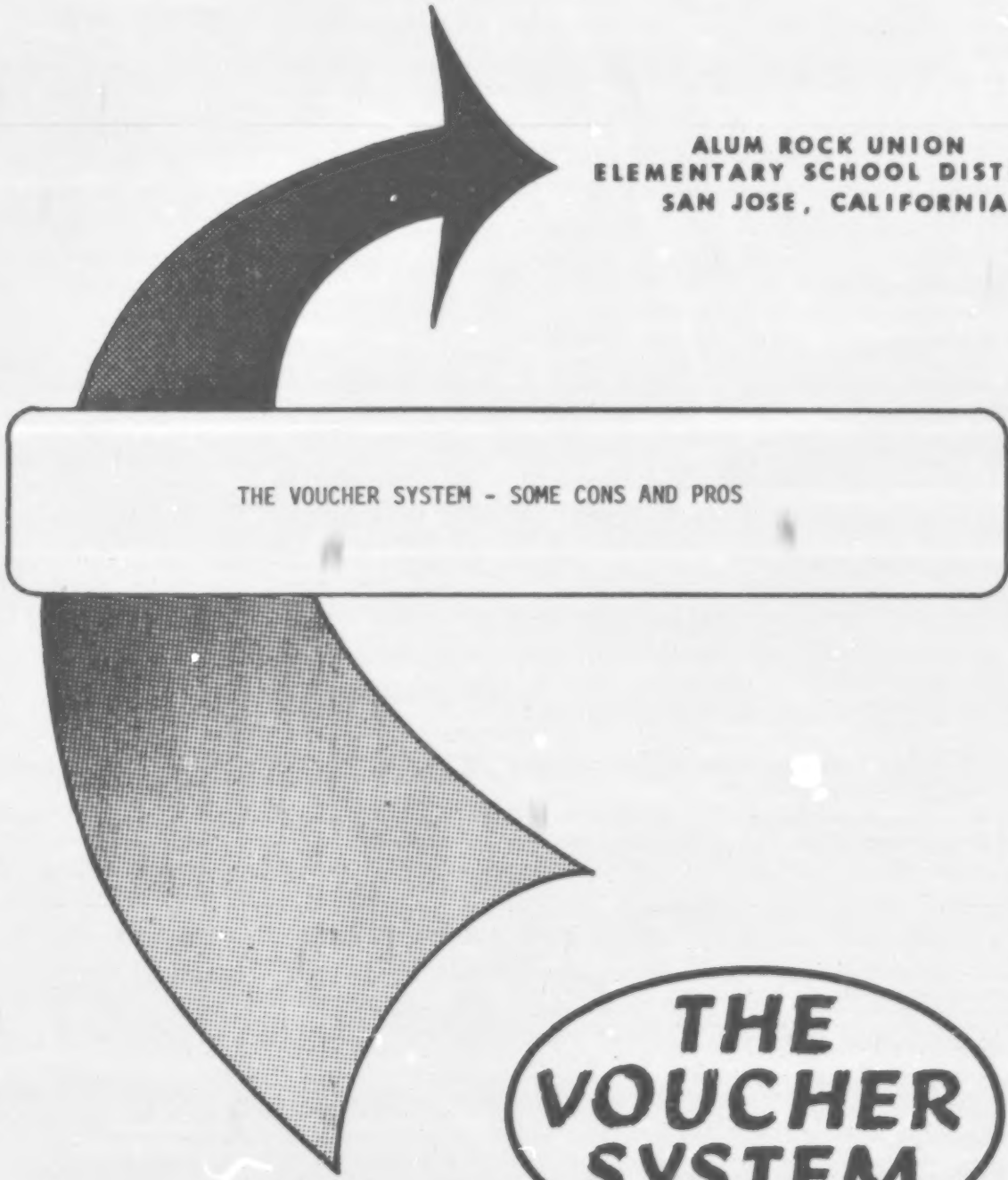
(4) District disburses cash to suppliers and teachers in payment of goods delivered and services rendered to public schools. Purchase requisitions and payroll listings, approved by school principals, are District's authority to make disbursements.

APPENDIX B

The Voucher System - Some Cons and Pros

ALUM ROCK UNION
ELEMENTARY SCHOOL DISTRICT
SAN JOSE, CALIFORNIA

THE VOUCHER SYSTEM - SOME CONS AND PROS



THE VOUCHER SYSTEM

Center for Planning and Evaluation
1110 North Tenth Street
San Jose, Ca. 95112

These statements are an attempt to summarize both sides of the issue as it has been presented at the beginning of the Voucher System feasibility study in the Alum Rock Union Elementary School District. They are by no means all-inclusive but are designed to be informative and to aid in focusing on a most complex proposal for change.

February, 1971

THE VOUCHER SYSTEM - SOME CONS AND PROS

Cons	Pros
1. The neighborhood school concept would dissappear.	1. Those parents who wanted their children to go to the "neighborhood school" because it was close to home, could still send them there. But they would also have a choice of sending them to any other school taking part in the system because they felt that school met their needs better.
2. Freedom of choice of school would promote segregation of pupils, not only on a ethnic, religious, or political basis, but also on a socio-economic basis. Schools would not necessarily be picked because they offered quality education.	2. The reasons that a family might use for picking a given school will be as varied as there are families. Part of the plan requires that information and counseling be available to all parents about all voucher schools. Schools would have to follow the rules established for the system in their policy of admitting students. These rules could be designed to minimize segregation.
3. Regardless of the desires of O.E.O. and the Alum Rock School District, the final decision to try the voucher system would rest with the state legislature.	3. New legislation would be needed to allow for the trial of a voucher system in Alum Rock. The legislature, however, should reflect the desires of the people involved.
4. The student whose voucher has been refused at the first, second, and third choice schools would have no place to go.	4. The State code requires that children go to school. The Education Voucher Authority (EVA), would have to comply with this law by making certain each student found a place in a school.
5. Students have great mobility, no school would be able to ascertain its enrollment at any given time.	5. This is a management problem in all large organizations. The use of computerized student information data for all schools is planned. The actual procedures would be established by the EVA.

6. The voucher system would compound staffing problems, budgets, contracts and credentials, and booking for transfers.	6. Just as in the need for a computerized student information system (SIS), there will be need for a management information system (MIS) to provide current awareness of all activities. Staffing problems would continue to be handled by the individual schools involved in compliance with the regulations of the voucher system and the enacting legislation.
7. Parents would not be aware of the specific amount budgeted for purposes of bussing.	7. Information on all aspects of the system will be available to the public. If the suggested levels of funding are realized, up to $300,000 might be allocated for bussing.
8. Parents would not be aware of the amount of money budgeted for parental counseling.	8. All expenditures would be public information. Since parental counseling is an integral part of the voucher system under study, the present budget might allow up to $1.7 million per year for this activity. Information and involvement on the part of parents would be crucial to the system.
9. Schools would have a tendency to "teach to the test" so that they would "look good." This is not quality education.	9. Evaluation of the accomplishments of the schools taking part in the system would be done by an outside agency under the direction of the EVA. This would prevent "teaching to the test." Results would then be compared both within the system and with national and state standards. Such results would be publicly disseminated as part of the information program.
10. Vouchers would break down the separation between church and state. Statistics show that 12% of the nationwide student population attend non-public schools. 95% of the 12% are in religious schools, mostly Catholic. Therefore, strong church schools in a given community would have first crack at voucher money.	10. All schools taking part in the system would have to follow the rules as established by the controlling EVA. Religious schools would have to maintain open books which showed that no voucher funds were being spent on religious instruction. It is likely that the value of a voucher for a student would be reduced by the percentage of time the school devoted to religious instruction.

For example, if 1/5 of the day was assigned for such instruction, the school would receive only 80% of the amount that a student would bring to a "non-religious" school.

11. The voucher system would intensify racial separation. Integration would be impossible to accomplish.

11. Schools with a high percentage of educationally handicapped students would be able to offer enriched programs because the vouchers they would be cashing would be worth more in the regulated compensatory system which is being studied. This could actually encourage integration. Also, a parent who chose to send his children to an integrated school outside of his area could afford to do so. These options are not possible under most systems presently in use.

12. The mis-fit or "late bloomer" that no one wants would have no place to go.

12. Quite the contrary. It is the present system which produces the "mis-fit" because he has no choice. Parents could shop for a school that best meets the needs of each of the children and afford to send them there.

13. High I Q students, athletes, and those artistically talented would group together.

13. The purpose of education is to meet the needs of the individual. Such groupings may result in better education for those students.

14. The demonstration would not be effective unless all schools in the Alum Rock District took part.

14. This is true, however, experiments must always attempt to account for variables. The broader the amount of data collected, the more that can be inferred from it. Schools would have to agree to the rules of the demonstration or they could not be part of it. Although their participation would be voluntary, hopefully most would be in the system.

15. The Education Voucher Authority would determine the policies for students rather than the appointed Superintendent or the elected school board.	15. The EVA would only direct and monitor the system to insure that the schools were operating in accordance with the agreed upon regulations. These regulations should be minimal so as to permit as many different kinds of schools as possible to operate in whatever way they felt would most benefit their students. Too many regulations would make all the schools "the same" and there would be no trial.
16. Picking the members of the EVA will be difficult. Some will want them to be appointed, others will want them to be elected.	16. Picking the EVA will be difficult. The present EVC will have to develop the method that seems to best reflect the wishes of the community.
17. The leading educational organizations (NTA, CTA, PTA) are opposed to the voucher system.	17. People and organizations generally resist change. If the system as it is conceived is determined to have merit as an alternative to our present systems, only a test will answer the questions being raised.
18. Wilson Riles, newly elected Superintendent of California Schools "condemns the voucher proposal as destructive."	18. In the same article cited, (San Jose Mercury, January 21, 1971) Dr. Riles is quoted as saying he didn't oppose the plan as a "limited controlled" experiment.
19. Prestigious education writers such as Fred Hechinger in the June 7, 1970 New York Times says the only way to solve public education is to reform the public schools, not abandon them to a voucher system.	19. There are many different voucher systems. The regulated one being studied does not abandon the public schools but requires them to complete in a way that will stimulate them out of their complacency and ridgitity. They will become more accountable for the educational growth of children. Major reform is not possible without major change. The last few years of unrest have resulted in the need to seek alternatives to what we have available today.
20. If the number of students in a given public school drops sharply, there will be an excess of teachers whose contracts will have to be honored.	20. The plan under consideration has a contingency fund which would allow for such a condition. The excess teachers would be used to reduce class size and thus make that school perhaps more attractive. They might also seek new positions

	in other public or private voucher schools without losing seniority or tenure during the years of the demonstration.
21. The voucher system will strain public financing of education beyond the point already reached.	21. During the years of the demonstration, no tax increases would be sought. O.E.O. would be subsidizing the system until the end of the trial which could extend for 5 to 7 years.
22. Without control over textbooks, schools would have no uniform offerings. The courses would not be relevant.	22. Meeting the needs of its students is the paramont concern of each school taking part in the system. If their books and courses are not relevant, the students will go elsewhere.
23. Many new private schools will spring up. Who will regulate them?	23. The demonstration encourages the development of new schools. They would be regulated in the same way as existing schools and would have to follow the rules prescribed by the EVA.
24. The voucher system would mean the death of public school education as we have known it for the past 200 years.	24. More schools would be "public" than ever before. The change would be extensive and is one possible way that improvement may come to a system which many feel no longer meets our needs.
25. This system would give parents carte blanche decision making authority in determining the education of their children.	25. This is true, but parents would have to be far better informed than most are today to know whether or not they were "getting their moneys' worth." This is seen as one of the most valuable aspects of the voucher systems.
26. Parents are not of equal ability intellectually or socially.	26. Parent involvement through the counseling program would attempt to equalize this need. There is virtually no provision for such service to parents under our present systems.
27. There would be too many new ideas, too many people involved.	27. This is the essence of education.

28. The system would cause further unrest among teachers.

28. Teachers would have to compete in a new way. They would be part of a team which had to be accountable to its students and parents or the school would lose them to other schools.

29. Some method would be needed to determine the length of the school year. Who would be responsible?

29. Hopefully, the parents, students, and faculty would, with the approval of the EVA, determine how they would operate. If the parents and students were not content, they would look for another school.

30. Even increased funding cannot guarantee that parents will become more involved.

30. This is true, but many will. They have never had a choice to express before. One must assume that parents are interested in their children and do want the best for them.

APPENDIX C

Report on Committee Meetings

REPORT ON COMMITTEE MEETINGS

Meetings of the EVC were held weekly. The composition of the committee was consistent with the guidelines set forth on the Bylaws. The initial concerns of the committee were of a procedural nature: timetables, determination of a quorum, adoption of bylaws, election of officers, etc. Later meetings yielded reports on the progress of the feasibility study and the pre-planning stage of the program.

Several groups represented dissenting opinions; at one point, the committee was charged with inequitable representation, to which the committee immediately reacted by increasing its Mexican-American voting membership. Two other groups, the California Teachers' Association (CTA) and the Mexican American Political Organization (MAPA) submitted written objections to the Voucher system in general and to some committee practices in particular. These two documents are reprinted here.

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MT. HAMILTON CTA COORDINATING COUNCIL
301-A South Capitol Avenue, Suite 5, San Jose, California 95127 (408) 272-0601

February 10, 1971

Mr. Chairman, Members of the Committee and Members of the Board of Trustees of Alum Rock Union Elementary School District

It is the purpose of these remarks to present the rationale underlying the opposition of the California Teachers Association to the use of vouchers for support of non-public schools.

CTA recognizes the necessity for solving the financial dilemmas of both public and non-public school systems. However, any solution which offers nothing more than sharing poverty is, in CTA's view, no solution at all. It seems appropriate that the state government should resolve the fiscal problems of its own school system before tackling those of private or religious interests.

A searching analysis of the issue by CTA has raised important questions and deep concerns:

- Can non-public schools expect to accept public money without government controls? Don't be misled by "aid to the child" propaganda--proponents are talking about aid to non-public schools.

- Parents now have a choice between private schools with their more specific curricula and public schools with their broader offerings. Won't governmental restrictions tend to homogenize them, leaving no real choice?

- Public schools are already near fiscal collapse because of lack of state funds and local voter support; won't siphoning off public funds to non-public schools further weaken the public schools?

- If the $ 120 voucher were enacted, how long would it take before non-public school interests lobbied it up to the current per-a.d.a. allocation, which at present rates would raise state costs by an estimated $450 million per year?

- If vouchers brought a sudden increase in non-public school enrollment, how would they obtain capital outlay for expansion, or funds to bring existing facilities into conformity with the Field Act? Would they argue that this is a state responsibility because state-supplied vouchers brought on the new student onslaught? If additional facilities were constructed, would they belong to the non-public school or the state? Would such facilities be open to community use under the Civic Center Act?

- Private and parochial schools claim to provide education at less expense. Catholic schools note a dearth of teaching nuns and brothers and a corresponding rise in employment of lay teachers. Knowing that public funds are available, would lay teachers be content with currently affordable salaries, or would they demand parity with public school teachers? Would private school teachers demand the same? Inevitably they would, with disastrous effects on the "economy" of non-public education.

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- Under a voucher system, with parents free to choose any school for their children, how will long-range planning be possible for either public or non-public school administrators and governing bodies?

- What happens to youngsters who may, for a variety of reasons, be put in first one school, then another? How do administrators handle this problem? What about the vouchers--would they have to be prorated among the schools?

- What will a further proliferation of varied types of schools do to already inadequate articulation?

- What will prevent economic, social and religious stratification and segregation under a voucher system? Won't it produce the antithesis of America's "melting pot" school tradition? Hasn't this been a source of America's greatness and strength, that everyone, not only the privileged few, could obtain an education?

- Historically, better private schools locate in affluent areas because that is where they are most likely to show a return on investment. How will this affect the "freedom of choice" of the poor and the minorities?

-Assume a ghetto child chose to attend one of these better private schools. Who would transport him? At whose expense?

- Which would accept disadvantaged children, low-IQ children and those with behavioral problems, the public or non-public schools? The Education Code gives public schools no choice, but extant voucher proposals restrain non-public schools from discrimination only on the basis of race, color or economic status.

- Conversely, what would prevent the proselyting of the athlete, the high-IQ student, the artistically talented?

-Would church school leaders continue their present practice of giving preference to children of their own members?

- The California Constitution positively forbids providing funds to non-public educational and other institutions.

- The American tradition of separation of church and state would be violated.

- Would non-public schools be subject to legal provisions for student health and safety, minimum teacher certification qualifications, the minimum teacher salary law, minimum class sizes, the minimum school day, curriculum offerings, use of state-adopted testbooks, and academic freedom? Would they have to conform to the state testing program?

- If extremist groups started their own schools, what would prevent ideological brainwashing of their students?

Wouldn't parents and students be exposed to exploitation by profit-seeking proprietary schools? Those with the most money to spend for advertising and ballyhoo would probably become the "in" schools, regardless of their real quality. How could parents identify the best schools?

- What would prevent under-the-table donations by a parent who wishes to get his child into an "in" school?

- Would profit-motivated school proprietors be above "teaching the test" so the school would "show" well?

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In conclusion, the position of the California Teachers Association relative to the voucher system can be best summarized in the words of Mr. Cal Rossi, Deputy Executive Secretary of CTA, "The voucher system is the perfect weapon to destroy education for a democratic society."

Thank you for the opportunity to present these views.

Mr. Vincent Arpendola
CTA Field Representative
Santa Clara County

Mr. James J. O'Toole
Executive Director
Mt. Hamilton CTA Coordinating Council
San Jose, California

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THE

MEXICAN-AMERICAN POLITICAL ASSOCIATION

SAN JOSE, CALIFORNIA CHAPTER

Mr. Chairman and members of the E.V.C. board:

My name is Pat Vasquez, I'm Northern Region Administrator of the Mexican A merican Political Association, I'M here in behave of the San Jose Chapter of the Mexican-American Political Association and also as a resident of the Alum Rock School District, I live at 2957 Dell Ave.

First I'm going to challenge the make up of this E.V.C. board, it dose not represent the make up of the resident of the Alum Rock School District, If we going to work together to bring social changes in this community and s school district, we must be represented on these boards, don't exclude us, give us our equal represention, remember that we are a part of this community.

At this time the Mexican-American Political Association recommend to the E.V.C. Board, thatthey recommend to the Alum Rock School Board of Trustee to under take the Voucher System. It is our opinion that the education system as it is now must be revamp. When we have a 50% dropout, there has to be something wrong with the educational system. Maybe the Voucher System is what we need. We will never know what best unless we experiment, let try something.

Let get away from our usual concept of thinking of "What we don't understand, we destroy".-Let try to understand that our present system of education dose not meet the needs of our total community, let understand that only by experimenting we can find solution to our problems.

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There are many teachers against the Vaucher System, and all we can say is that if they are sincere and a good thacher, they have nothing to worry about. In eveyy school district there are from 10 to 15 % of the teachers that should be fired, and these are the teachers that are opposo to this program, because with the Voucher System if you are a bad teacher, tenure will not save your job.

The Mexican-American Political Association endorss the Voucher system concept. We are allways looking for better ways to Improve our society. we always keep an open mind, the Voucher system, let try it, who knows, this might be the answer we have been looking for.

Graciac

APPENDIX D

Mass Media and Dissemination

Mass Media and Dissemination

During the months of January, February, and March of 1971, the program to promote the dissemination of Voucher System information to the mass media was in progress.

This effort was divided into two areas:

1. Personal Contact with Mass Media. In the early phase of the project, all of the San Jose radio and television stations were contacted by phone in an attempt to generate interest in the voucher program generally, and specifically to suggest coverage at the public hearings and ask for public information announcements. Specific attention was given to the Spanish-speaking radio stations, and one, KAZA, was especially cooperative in making announcements.

   The local television stations were not very responsive to requests for coverage or announcements, although Channel 36 did tape an interview with Voucher System officials. A concerted effort was made in an attempt to have Channel 54 record the public hearing meetings. While this appeared promising at first, funds were not available for the project (estimated cost of recording a public hearing $1,500). Telephone calls made to radio and TV stations outside the immediate San Jose vicinity met with little or no success. KQED expressed moderate interest, but there was no further response. It appeared that San Francisco knew little of the voucher proposal and that Alum Rock was a little district far away.

2. Written Notices to Mass Media. An address list of 54 Bay Area radio and TV stations and newspapers was used to send a form letter that listed all meetings opened to the press and the public for the coming month. A brochure describing the voucher proposal was also included.

One week preceeding each event a reminder notice was distributed to all 54 agencies. Most mass media contacts felt that one week was ideal.

The results of the mass media information dissemination effort are difficult to measure, although one follow-up survey revealed that at least 16 radio announcements had been made prior to one of the public hearings. Most of these were made by the Spanish-speaking stations. Television stations were not responsive to requests for coverage or announcements, and the newspapers carried a bare minimum of public service information.

The mass media contacts were begun when the study became a reality; it would have been beneficial if this had been done earlier. The mass media needs to be "warmed up" by newsy articles about the program and with information that provides some background as to why the proposal ever came about in the first place. Many of the contacts in the local area did not know what "voucher" meant.

In addition to the efforts at public dissemination, extensive time was spent in gathering and preparing materials for use by the EVC. Material was continually screened for use by the EVC and presented to members at the various meetings. Samples of this "current awareness" and background information as well as the kind of material distributed to the mass media during the period of the study are contained in Appendix B and E.

APPENDIX E

The Voucher System - Newspaper
and Reprints

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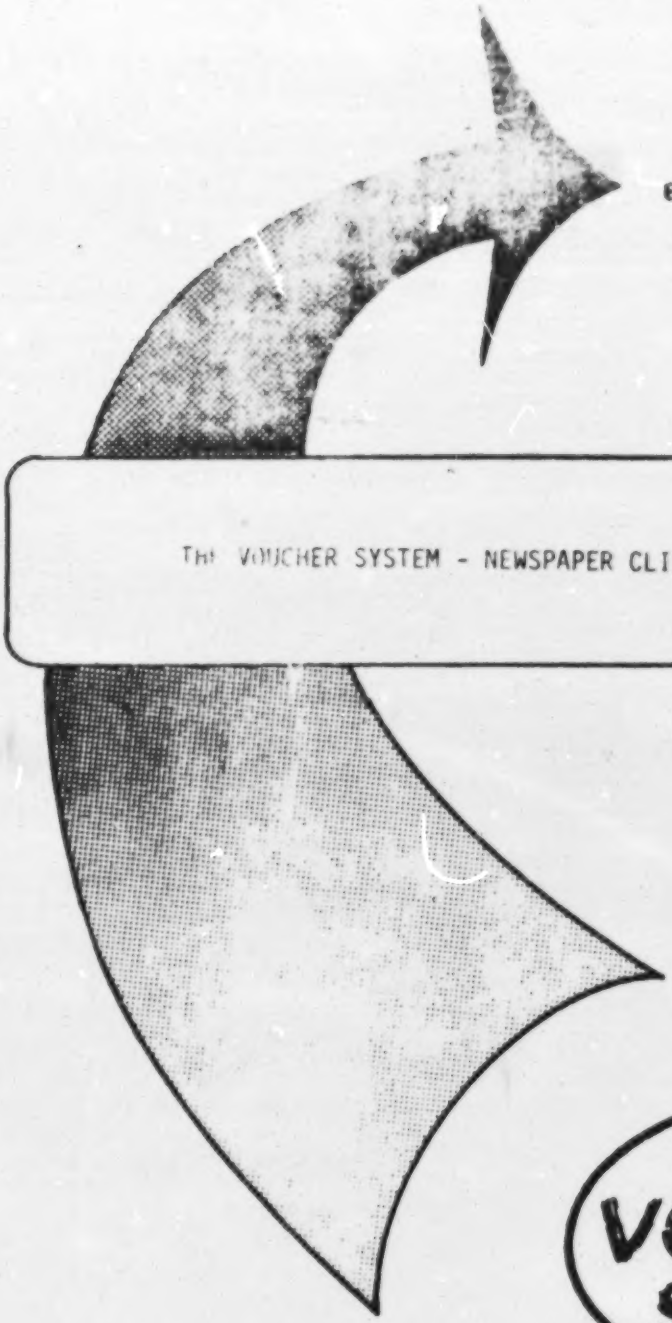
ALUM ROCK UNION
ELEMENTARY SCHOOL DISTRICT
SAN JOSE, CALIFORNIA

THE VOUCHER SYSTEM - NEWSPAPER CLIPPINGS AND REPRINTS



THE VOUCHER SYSTEM

Center for Planning and Evaluation
1110 North Tenth Street
San Jose, Ca. 95112

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12/28/70 SAN JOSE MERCURY

School Due Grant For

Mercury Washington Bureau

WASHINGTON — There is a strong liklihood that San Jose's Alum Rock School District will receive a planning grant which could lead to one of the nation's first educational experiments involving the controversial voucher system.

In an interview with the Mercury Washington Bureau, John O. Wilson said that five school districts in the country have made applications for the planning grants and "I may pick all five." Under a voucher system, a parent uses public funds to send his child in any school he chooses, public or private.

Wilson is assistant director of the U.S. Office of Economic Opportunity (OEO) and heads the agency's division of planning, research and evaluation.

The planning grants, which Wilson said he will announce shortly after Jan. 1, will be worth $15,000 each. The funds will pay traveling expenses and consultant fees while each district develops a full-blown proposal for OEO consideration.

No all five districts are expected to survive the planning process but those who do will receive federal assistance roughly worth $5 to $6 million a year for the next four or five years while the experiments are in operation.

Wilson said he is anxious to finish the preparation work so that operational grants can be awarded during the summer to allow experimentation to begin when schools reopen in September.

The voucher plan has drawn serious criticism from some of the nation's most formidable education societies. The school district would turn over to parents the money that would be spent for their children's education. The parent would decide where to spend his allocation, which comes in the form as a voucher, as tuition at any participating school — whether it be the neighborhood school, another public school across town, a private academy or a parochial school.

"As an operational program, the voucher system is 5 to 10 years ahead of its time," Wilson said, "and that's why we have to start the experiments now . . because we won't get any results for another three, four or five years."

Unique 'Voucher System'

The voucher system's controversy stems from uncertainties which even Wilson admits are difficult to explain without describing them in philosophical, abstract terms.

"We want to see what happens. We feel the plan deserves to be tested and it presents questions that can't be answered without trying it," Wilson said emphasizing that OEO does not claim to be an advocate for the plan.

Planners say the voucher system would bring a two-fold benefit

— It would demonstrate how public school administrators react in a competitive environment, since their funds possibly could be lost to non-public schools if they don't perform to the parent's standards.

— It would demonstate how parents react when they have an option to exercise over the selection of schools their children will attend.

The experiment may yield an unexpected dividend by settling a long-smouldering educational debate, too. Most youngsters in the test will come from lower class neighborhoods and have been forced to attend neighborhood schools which reflect de facto segregation patterns. Observers will be trying to find a trend in parental decisions —whether they cling to the neighborhood school concept, or if they want the children bused out of the community.

"To achieve integration," Wilson said, "a busing situation is set up and the school board says who goes on the buses and who doesn't. Under the voucher plan, the parent selects the school and thereby whether his child goes on the bus."

To maintain the experiment's realism, the financing of the voucher will come solely from the school district. The amount would be determined by taking all revenues (from federal, state and local sources) and dividing by the total number of students.

Federal money will only be used to pay for transportation expense, project evaluation and a few other burdens that arise out of the nature of the experiment.

It is possible that the school district will lost some money to the private or parochial schools, a factor that would prove costly to the participating districts.

"We may have to make good some of their losses," Wilson said.

12/16/70 EAST SAN JOSE SUN

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Reporter's notebook

That voucher plan

By CHAD HILL, SUN staff writer

"A little learning is a dangerous thing; drink deep or taste not of the Pierian spring; there shallow draughts intoxicate the brain and drinking largely sobers us again" – 18th century poet, Alexander Pope.

THIS THOUGHT might well apply to the Alum Rock school district's current flirtation with a controversial new educational concept called the "voucher system."

The alum Rock school community – parents, children, teachers and school administrators – must become involved ('drink deep') or see the voucher concept relegated to district history.

Unless community interest is evident to the U.S. Office of Economic Opportunity, the district will not have a chance to explore the voucher at all. Alum Rock, along with a school district in Gary, Ind., is said to be receiving top consideration for an $8,000 feasibility study grant from OEO. The funds would be used to determine if the selected school system is suitable for a five-year experimental project on the voucher plan.

OEO has indicated it will direct the funds to the district which displays the most community interest. Alum Rock's chances weren't helped any last week when only a handful of parents attended a public hearing on the voucher plan.

Basically, the voucher concept holds that parents would receive vouchers to buy a year of education for their children from a public, private or parochial school of their choice.

As a theory in search of a place to light, the voucher concept must be fully explored before being implemented. Thus, community involvement and interest (whether pro or con) is imperative, according to district administrators.

THE VOUCHER concept is a radical departure from the present educational system. It provides the opportunity for many innovative and experimental educational projects. However, parents who are apathetic in the formative stages of the possible project may wake-up one day and find that "a little learning is a dangerous thing."

In fact, backers of the concept are hoping the voucher system will diminish parental apathy toward education by requiring parents to choose where their child attends school.

William Jefferds, Alum Rock superintendent, notes: "There are many unanswered questions about the voucher concept, many of which we hope to answer if we have a feasibility study, and many of which will remain unanswered until a field test is commapleted."

Debate on the embryo system centers around three major points.

Some fear parents might misuse the vouchers to create segregated schools on the basis of race or social standing, although safeguards against this are included in the plan. Some believe the concept of separation of church and state might be violated if vouchers are used to pay tuition to parochial schools.

In addition, others fear profit-making educational firms, which would use slick advertising to recruit students, may be created by the voucher system. This, they say, would place additional burdens of financial loss on the school district.

SUPPORTERS say vouchers would lead to decentralized instruction, increased parental involvement in education, and the creation of competition among school officials to provide meaningful curriculum since they would be competing for students.

As Jefferds noted, the Alum Rock community must ask: "Are we willing to seek ways of improving our educational system? Are we able to test these ideas in a climate that involves objective evaluation of the proposed system and the present system?"

Positive answers to these questions, educators say, depends on [illegible] community involvement.

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Wheels in motion

AR voucher plan study gets OEO green light

The Alum Rock school district is one of three in the nation awarded grants for an eight-week feasibility study that may lead to an education voucher experiment, it was announced Wednesday.

Dr. Farnk Carlucci, director of the Office of Economic Opportunity, in Washington, D.C. said Alum Rock will receive $19,230 in OEO funds to conduct the study.

Other grants were awarded to public schools in Gary, Ind., and Seattle, Wash.

The amount awarded Alum Rock represents a $2,400 increase over the amount originally pegged for the district. The additional funds will be used to hire observers to document developments within the district related to the survey.

Carlucci said the local district will contribute $5,733 toward the project. This amount—already —budgeted—will cover staff time donated to the project.

Immediately after receiving OEO's green light to go ahead with the study, school officials started the wheels rolling toward implementation of the study. An educational voucher advisory committee, consisting of 20 community and school representatives, was scheduled to meet Thursday at 7:30 p.m. at the eastside social services center, 112 McGinness.

Under a voucher system, public education money would be given directly to parents in the form of vouchers or certificates which they could take to the school of their choice, public, private or parochial, as payment for their children's education.

The Alum Rock district will work with a subcontractor, the center for planning and evaluation of the Santa Clara county office of education, to study the district as a possible site for the experiment.

If the district is accepted for the voucher field test, it will receive $6 million a year from OEO to carry out the experiment for five to eight years. Federal money would be used to pay for transportation expense, project evaluation and a few other aspects of the experiment.

The district would foot the bill for the $650 costs of basic scholarships for some 16,000 children. OEO's contribution to the experiment is based on a projected district budget—worked out last October— of $10,647,000. This is the total cost of basic education within the district excluding special programs and services.

The additional funds from OEO wouldn't affect the district's property tax rate since the OEO-district contract requires the district to maintain the same level of per child support as it did prior to implementation of the voucher experiment.

Trustees will have the final say on whether or not the district participates in the voucher experiment. They will hear recommendations from the advisory committee, which is headed by Dr. Walt Symons, assistant superintendent.

He pointed out the advisory committee is primarily concerned with ascertaining public opinion of the voucher concept. It will hold numerous public hearings, Symans added.

If the study indicates it is feasible to conduct an experiment, Carlucci said, the school board will be responsible for developing specific models for the experiment within OEO guidelines; for defining geographical areas to be included in the project; and for working with state legislators to secure enactment of enabling legislation."

Under OEO guidelines, the feasibility study advisory board must be representative of the community. In addition, the governor and state superintendent of public instruction must be invited to have a representative serve on the advisory board. Symons said both of these guidelines have been fulfilled.

If the study points to the feasibility of a voucher experiment, the district will probably move into a five month planning stage to prepare for possible partial implementation of the voucher plan next fall.

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west valley teacher

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THE BEGINNING OF THE END?

The latest brainchild of the Industrial-Education Complex--the Voucher System--has been seized upon by the Office of Economic Opportunity. The OEO will fund several attempts to increase social justice in education via freedom of choice.

Close to home the Alum Rock District has been selected to participate in the feasibility studies of the system. We will do well to watch this government-insured experiment closely, for there will be no insurance available to public education if the plan ever goes into general usage.

If the demise of public education is the beginning of social justice, then the Industrial-Education Complex stands fully ready to administer social justice in attractively packaged doses via its array of technological methodology.

If you can equate dehumanized cybernetics in quest of profits with justice in any form, then you will applaud success in Alum Rock. If, rather, you see value in public education's esteem of humanity and want to see it increase, then you will share our alarm and view critically the Voucher System as it unfolds in Alum Rock.

Catholics, Union Clash Over 'Parochiaid'

SACRAMENTO (UPI) — Spokesmen for Catholic schools and a teachers' union have disagreed sharply over the controversial issue of using public funds to finance private schools.

The exchange came at the conclusion of a two-day hearing by the Senate Education Committee Wednesday on the proposed voucher system, aimed at easing the cash shortages faced by public schools.

Under the voucher plan, strongly supported by Gov. Reagan, a parent would be given a flat sum of money, which he could use to send his child to either a public school or a private institution meeting state standards.

Critics of the plan lump it in the category of the sizzling new issue dividing the education community known as parochiaid — using public funds to support private classrooms.

"Parochial school people are interested because the voucher system would provide access to public funding, enabling an expansion of parochial education, now limited by a lack of funds," Larry Sibelman, representing the California Federation of Teachers and the United Teachers of Los Angeles, told the committee.

Sibelman said the private schools would be operated by businessmen who would not necessarily be interested in the best interest of education.

"Shall we turn our children over to profit-motivated business managers who have a long record of sacrificing human values to the almighty dollar?" he asked.

But Joseph P. McElligott Jr., representing the Catholic Schools of California, told the panel that public financial help in the long run will be cheaper for the taxpayers of the state.

McElligott said there are 790 elementary and secondary schools operated by Catholics, with a total enrollment of 300,000 students.

"Based on this year's average annual public school cost of $799 per pupil, these Catholic schools save California more than $240 million annually in costs of instruction," he said.

McElligott said, however, the parochial schools face a tight financial squeeze and do not have the resources to find the money to help them out of the pinch.

He said if they close, students attending Catholic schools would be forced to go to public schools, which may not be able to handle them.

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State PTA opposes voucher

The California PTA board of managers voted opposition to the voucher concept of educational aid at its recent meeting in San Francisco.

The action is in line with a similar position taken last September by the national PTA.

Voucher plans provide that parents of each school-age child would be given a state voucher annually for the child's education. The parent would then endorse the voucher to a chosen school, and the school would receive from the state the amount of money allowed by the voucher.

Alum Rock school district is currently being considered for a feasibility study of the voucher system.

Among arguments cited against the voucher system by the PTA group were questionable constitutionality; possibility of teaching specific doctrines; increased costs; compounded staffing and record-keeping problems; need for increased policing or auditing of schools; expensive school advertising campaigns and handling of misfit students.

Riles Condemns Voucher Proposal As Destructive

SACRAMENTO (UPI) — Superintendent of Public Instruction Wilson Riles has condemned proposed voucher plan financing of California schools as a threat to "destroy public education in this state."

Riles spoke out on the issue after conferring privately with Gov. Reagan Wednesday. The governor has called for testing on an experimental basis voucher financing of the schools

The newly elected superintendent told newsmen later he didn't oppose the plan as a "limited, controlled" experiment. He added, "To go out full-blown on this untried territory I think is too dangerous at this point."

In an impassioned voice, Riles asked. "Are we going to destroy public education in this state and go off on some gimmick? Or are we going to structure the schools where the people who operate them are accountable and, if they're not, let's get rid of them."

Of vouchers, he said, "I don't think my job is to be involved in this kind of foolishness."

He said the issue was the quality of education for school children. "If its inadequate, let's make it adequate," he said.

Reagan last week proposed experimentation in selected school districts with a voucher plan. A student would be given a voucher by the state which he could cash at any school of his choice, public or private.

Various voucher proposals have been killed by the Legislature. Reagan noted that great controversy surrounds the issue and proposed the experiment as a way of eliminating often "emotional" arguments and introducing "some facts into the debate."

Riles, who defeated Max Rafferty's third term bid for re-election, expressed concern that a voucher plan would be of no benefit to "disadvantaged" parents and doubted whether it would suddenly produce higher quality teachers and better schools.

Riles met with Reagan in the governor's office for about 10 minutes.

San Jose Sun
2-25-71

Opposition out in force at first public meeting

Strong public objection to AR voucher study

By CHAD HILL
Staff Writer

At one point during testimony at the Alum Rock school district's first public hearing on the voucher system, a small child babbled several words which appeared to convey a pleasurable connotation.

This was the only discernable positive note voiced from the audience of several hundred persons during the three hour public forum at Sheppard school Monday night.

If there's anyone in the school district who favors the voucher concept, which would allow parents to enroll children at the school of their choice, they are lurking behind the scenes.

Numerous parents, few who appeared to represent special interest groups, voiced their opinion on the controversial plan following statements by several persons involved in the study. No one from the audience spoke in favor of the voucher.

Although opposition wasn't always adamant, it appeared most persons either staunchly opposed the concept for specific reasons, or—armed with little information—feared the voucher plan simply because it would involve a radical educational change.

For example, one parent noted: "It would involve a drastic change in our schools, and I'm not too sure about that."

Another asked why federal funds to finance the project couldn't be used to bolster the district's financial plight instead of being used to conduct an experiment.

"If OEO (Office of Economic Opportunity) is interested in improving our educational system they should turn the $5 million planned for the experiment over to the district, rather than use Alum Rock as a guinea pig for an education experiment," another stated.

Alum Rock was awarded a $19,000 grant last month for a two month feasibility study to determine if the district is suitable for a five-year experimental project. If the district is selected, parents of 16,000 children would receive a voucher worth about $650, the amount now spent on each student.

An educational voucher committee, representing various teacher, school and civic groups, is charged with disseminating information on the project and conducting public hearings. They will make a recommendation on the district's suitability for a voucher plan to school trustees who will make a final decision.

Directing the study is the Santa Clara County Center for Planning and Evaluation. A center spokesman, Dr. Sandy Glovinsky, opened the forum by noting the voucher concept is not new or a radical concept since it was proposed in some quarters as early as civil war days.

"Many kinds of voucher plans have been proposed, such as those in the south which could be used to circumvent integration," he pointed out. "This may make it difficult for many people to focus in on this particular plan," which he called "a regulated-compensatory voucher system."

The voucher would be an alternative to the single school concept by giving parents a choice on where they send their kids to school," he noted.

"Public education as it now exists is a monopoly for the majority," he added. "Parents have no other choice than to send their children to the schools assigned them. These schools obviously can't meet the needs of all students."

Judy Areen, an attorney and representative for the Center for the Study of Public Policy, Cambridge, Mass., seconded this theme. She said, "the voucher will offer a variety of schools for the family to choose from."

Ken Brown, spokesman of the California Teachers association, zeroed in on the entire voucher concept. "Proponents and opponents deceive themselves if they think of the voucher as merely a fiscal change. It involves a change in the means of financing education," he said.

"There are more important aspects of education than how the dollar rolls into the classroom."

He remarked that although the plan has strict guidelines, vouchers could increase discrimination.

Noting the fierce competition the plan might cause among schools vying for students, he asked: "Should public schools have competition just for the sake of competition?"

Mrs. Anne Johnson, a PTA spokesman, read prepared statements from national, state and local PTA groups opposing the voucher. Basically, the PTA considers the voucher plan a threat to the public school system.

One parent asked how he and other parents would get the money to send their children to school after the five-six year experiment is concluded and "OEO gets another project to play around with."

One committee member questioned the representation on the voucher committee. He noted only one district parent was on the committee and that he represented a service organization.

Proponents of the voucher concept will have an opportunity to join opponents in another public hearing scheduled for Monday, March 8, at 7:30 p.m. in Horace Cureton school, 3720 East Hills dr.

Wed. Mar 24, 1971 4* San Jose Mercury

Alum Rock Parents Oppose Voucher System

Opposition to Alum Rock School District's proposed voucher system was voiced by district parents and teachers during a meeting Monday night at Fischer School

This was the fourth in a series of public forums designed to determine community attitudes toward adoption of a voucher system, which would allow parents to enroll their elementary age - children in public or private school of their choice in the district.

Presently, children must attend the school in their neighborhood, or foot the entire bill of private instruction themselves.

Alum Rock was granted $19,230 by the Office of Economic Opportunity for a study to determine the feasibility of the voucher system here

If the advisory committee can convince the Alum Rock school trustees of the voucher plan's feasibility in the financially troubled East San Jose school district, operation of a five-year experiment could begin as early as next fall.

If the plan is adopted, each of the 16,000 pupils would receive a voucher — a certificate — for $650, the current per pupil cost in the district. Only those schools of the 24 in the district that agree to the rules of the system will be able to cash vouchers and use the money to finance education of the pupils

There was near unanimous opposition Monday night among the 75 persons who attended the forum.

"Will the education of children really be improved under the voucher system?" one parent asked. Another, a teacher, questioned the impact of vouchers on the existing public school system.

"In the voucher plan I see the ultimate breakdown in separation of church and state," said Jim O'Toole, executive director of the Mt Hamilton Teachers Assn.

"Since the state consitution forbids use of public money for private schools, implementation of the voucher trial program would require enactment of new legislation on the state level," he said.

A parent, Mrs. Billie Wachter, said the voucher plan "will tamper with the already strained financing of education in the district"

She said implementation of the program will require untold sums for busing and parental counseling Most parents would not be aware of the amount of money budgeted for these purposes," she added. Her presentation drew loud audience applause

The voucher proposal did receive some support at the forum.

Dr. Joel Levin, a consultant from the Center for the Study of Public Policy Cambridge Mass., which was commissioned by OEO to study the voucher concept, said resources would be more accurately channeled to a target group, the poor

"Both poor and middle income parents would have much the same freedom to choose schools that wealthy parents can exercise," he said.

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Wed., Mar. 24, 1971 San Jose News

Alum Rock School Voucher Plan Hits Snag

The proposed voucher system for Alum Rock School District has hit a snag.

Some 75 persons, attending the fourth in a series of public forums designed to determine community attitudes on the system, were nearly unanimous in their opposition to the plan.

The voucher system would allow parents to enroll their elementary age children in the public or private school of their choice in the district. Now, children must attend the school in their neighborhood or pay the entire cost of private instruction.

"In the voucher plan I see the ultimate breakdown in separation of church and state," said Jih O'Toole, executive director of the Mt. Hamilton Teachers Assn.

He warned that implementation of the program would require new state legislation since the constitution forbids use of public money for private schools

The voucher plan "will tamper with the already strained financing of education in the district" contended Mrs. Billie Watcher, a parent.

She claimed implementation of the program will require untold sums for busing and parental counseling.

"Most parents would not be aware of the amount of money budgeted for these purposes," she maintained.

The plan drew support from the man commissioned by the Office of Economic Opportunity to study the concept. Dr Joel Levin

Levin, a consultant from the Center for the Study of Public Policy in Cambridge Mass., said resources would be more accurately channeled to a target group, the poor.

"Both poor and middle-income parents would have much the same freedom to choose schools that wealthy parents can exercise," he said.

The plan is being studied under a $19,230 grant from OEO. If Alum Rock trustees adopt it operation on a five-year experimental basis could begin as early as next fall.

If the plan is adopted, each of the 16,000 pupils in the district would receive a voucher, a certificate for $650, the current per pupil cost in the district.

Only those schools of the 24 in the district that agree to the rules of the system will be able to cash vouchers and use the money to finance education of the pupils

SAN JOSE DISTRICT INVOLVED

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Educational Voucher Plan Sparks Senate Criticism

By ED ZUCKERMAN
Mercury Washington Bureau

WASHINGTON — The controversial educational voucher system experiment proposed by the U.S. Office of Economic Opportunity (OEO) ran through a gauntlet of stiff criticism at a Senate hearing last week.

At the end of the hearing, which attracted very little public attention, the proposed experiment seemed to have added another foe — Sen. Gaylord Nelson (D-Wis.), the hearing chairman.

Nelson, the man who gave "Earth Day" to the nation, was clearly unimpressed after listening to top OEO officials defend the experiment.

As envisioned by OEO, parents in a selected neighborhood would be given the money which the school system spends for their children's education. In turn, the parents would use the money (given to them in voucher form) as tuition at any school — whether public or private — which is designated for participation in the experiment.

The voucher system, argued OEO director Frank Carlucci and the agency's planning director, John Wilson, would yield a two-fold benefit. Urban schools would be forced into a climate of competition among themselves and, in order to lure voucher-rich parents, they would have to devise bold and imaginative teaching methods. Voucher recipients would also have the freedom to choose their school rather than giving resigned acceptance to whatever public school happens to serve their neighborhood.

Opponents argue that participation by parochial schools poses serious questions of church-state separation. And, they view the plan as an opportunity for some school districts to submerge more subtly the practice of segregation.

Only three school systems — in Gary, Ind., San Jose (Alum Rock) and Seattle, Wash. — have survived OEO's tightly controlled search for a voucher system testing laboratory. With planning grants from the agency, each district is now conducting in-house studies to determine whether or not to participate in an actual test this fall. If all three systems maintain their earlier-expressed interest, OEO would be willing to accept them all and the experiment could cost as much as $63 million over the next five-to-seven years.

Sen. Nelson's initial objection to the experiment was its cost. He chided the OEO planners for casting aside successful programs in favor of "dreaming up new experiments," particularly because proven programs such as Teacher Corps and Vista are starving for operating funds.

"We've got these other programs . . . why don't we fund them?" the Wisconsin Democrat asked.

While OEO officials and representatives of numerous organizations opposed to the experiment debated the salient issues, Nelson didn't need to listen to any of the arguments to know why he didn't like what the OEO experimenters seemed to be advocating.

His doubts surfaced when he sought clarification of one of the ground rules that would govern the voucher experiment.

According to the rule, schools participating in the experiment must be open to all applicants. In cases where more students apply than can be admitted, less than one-half of the enrollment may be selected by any criteria (other than race but could be as simple as naming students who were enrolled in the school during the previous year) and the remainder must be selected from the pool of applicants on an impartial basis (such as a lottery).

Seeking to avoid misunderstanding, Nelson applied the rule to a hypothetical situation.

"Suppose you have 1,000 white students enrolled in a school that decides to participate in a voucher system," he began. "And, suppose 1,000 minority students apply for admission. Then, 500 of the previously-enrolled students can be re-admitted and the remainder must be filled by a lottery among the minority students. Do the rest of the white students have to go elsewhere?"

Upon hearing his worst suspicions confirmed, Nelson shot back his reaction.

"I want to see the first time that happens," he said in an "I dare you" tone.

As they have maintained throughout the public debate over vouchers, Carlucci and Wilson repeatedly insisted that OEO is not advocating the system. But OEO has developed a tradition of experimentation and, just as its research produced innovations such as Head Start and Teacher Corps so also should the voucher plan take its rightful place in the testing laboratory, they argued.

"The educational voucher experiment, if it proves viable, would empower parents to choose among several alternatives in selecting their children's schools," Carlucci said. "Surely this relates to OEO's mission in that opportunity, in the most basic sense, is really a matter of having alternatives from which to choose."

The OEO director, who came to his post by presidential appointment earlier this year to replace Donald Rumsfeld who is now a White House adviser, noted the possibility of voucher failure.

"The problem is difficult but the stakes are high for the poor and for this country. In my judgment, we must continue," he urged.

When Carlucci and Wilson ended their testimony, the debate was turned over to the voucher opponents, who comprised most of the hearing audience. They include a significant coalition of 13 national organizations — a conglomeration of church-state separatists, religious-affiliated groups and some of the nation's largest and most highly-respected educational organizations. With an aggregate membership of millions, the coalition includes the American Federation of Teachers, the National Education Association, the American Association of School Administrators, the National Association of Elementary School Principals and the National School Boards Association.